

REPORT  
OF  
THE TRAVANCORE  
EDUCATION REORGANIZATION  
COMMITTEE

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PRESENTED TO THE GOVERNMENT OF HIS HIGHNESS  
THE MAHARAJA OF TRAVANCORE, MAY 1945

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## INTRODUCTION.

No subject has been more fully or exhaustively discussed during the past thirty years than the manifold problems relating to educational reform. In Great Britain, these discussions and investigations have resulted in the comprehensive scheme of reform embodied in the Education Act of 1944. In Russia, a new educational scheme, radical and revolutionary in most of its phases, has been drawn up and quickly implemented. In India, discussions on educational problems and investigations into the directions in which reforms are essential and urgent have been continuously carried on ever since the Calcutta University Commission, over which Sir Michael Sadler presided, published its findings in 1919.

The Central Advisory Board of Education has met annually for the past ten years and has explored the whole educational field and investigated every conceivable educational problem in its relation to Indian conditions. The Educational Adviser to the Government of India has spent several years touring in the Provinces and States, and the results of his investigations have been embodied in a report which has already become historic. This report has now been adopted by the Central Advisory Board of Education, and its recommendations, which cover the whole field of education, now possess the Board's *imprimatur*.

The Inter-University Board of India has recently held its twentieth annual meeting at Patna, and its report deals especially with some of the problems confronting Indian Universities in war time. This Board, though it at present possesses no statutory authority, has done most useful and necessary work in helping to guide and correlate the activities of autonomous Universities.

There are many other organizations whose regular meetings have made contributions of inestimable value towards the complex problems of all grades of education in India. Among these, mention may be made of the All-India Educational Conference which held its twentieth session in Cawnpore a few months ago. The papers and addresses presented and delivered at the meetings of this Conference and other learned societies in India are known and respected for their erudition and sound judgment.

This brief survey of some of the more important deliberations on educational problems in India is sufficient to justify the contention that the whole field of education has been during recent years most thoroughly and exhaustively ploughed. This having been done, the anxious question now is 'what are we going to sow in this fertile ground?'

The all-India atmosphere of the report of the Central Advisory Board is of great value, for the essential unity of India is a fact which needs emphasis. At the same time, if we take into consideration the great differences in educational standards and attainment between some Provinces and others and between some States and others, we are forced to the conclusion that no single system of educational reform can be applied *in toto* throughout the whole of India, but that the accepted fundamental principles of reform must be modified and adapted to meet local needs and conditions. The Government of Travancore, therefore, appointed a Committee charged with the duty of examining the whole educational system of the State and of making recommendations for reform and reorganization with special reference to post-war conditions and developments. This Committee has deliberated during the past year and the following chapters constitute its report submitted to the Government of His Highness the Maharaja of Travancore.

The Committee acknowledges with gratitude its indebtedness to the report of the Central Advisory Board of Education and the reports of the various expert sub-committees appointed by the Board from time to time, which have been of great help to the Committee in its deliberations. In formulating recommendations appropriate and applicable to the educational needs of Travancore,

## INTRODUCTION.

the Committee has in some cases followed the all-India proposals whereas in other cases it has departed from them. The Committee is also indebted to the reports of the Inter-University Board, the All-India Educational Conference, and the 1933 Education Reforms Committee of Travancore.

The following account of the constitution, personnel and work of the Travancore Education Re-organization Committee will be of interest.

The Committee was appointed by the Government of Travancore in Government Order R. O. C. No. 1918/43 Edn. dated 24th November 1943. The Pro-Vice-Chancellor of the University of Travancore was the Chairman of the Committee, and the Director of Public Instruction the Vice-Chairman. Its members were persons representing all branches of education, the legislature, industry and commerce. The Committee's terms of reference were "to enquire into the existing educational system in the State and to formulate proposals for its re-organization with due regard to post-war developments."

On 19th April 1944, Mr. H. C. Papworth succeeded Rajyasevapravina Dr. C. V. Chandrasekharan as Pro-Vice-Chancellor of the University of Travancore and Chairman of the Education Re-organization Committee. During the course of its deliberations, new members were added to the Committee as circumstances required. The following are the names of the members of the Committee as finally constituted, and who have unanimously approved this report.

1. Mr. H. C. Papworth, Pro-Vice-Chancellor, University of Travancore (Chairman).
2. „ A. Gopala Menon, Director of Public Instruction.
3. „ A. N. Tampi, Acting Director of Public Instruction.
4. „ Kainikkara M. Padmanabha Pillai (Secretary).
5. Dr. K. L. Moudgill, Director of Research.
6. Mr. D. L. Deshpande, Principal, Engineering College.
7. Dr. H. Subramonia Aiyar, Principal, University College.

8. Dr. H. Parameswaran, Secretary, Government Central Stores.
9. „ D. Jivanayakam, Acting Principal, Training College.
10. Mr. P. R. Parameswara Panikkar, Registrar, University of Travancore.
11. Sry. K. Saradamma, Lecturer, University College.
12. Miss M. E. East, Baker Memorial English High School for Girls, Kottayam.
13. Mr. K. Parameswaran Pillai, Retired Division Inspector of Schools.
14. „ V. S. Krishna Aiyar, Division Inspector of Schools.
15. „ P. S. Narayanaswami, Organizer, Vocation and Welfare Work in Schools.
16. The Most Rev. Dr. Mar Ivanios, Archbishop of Trivandrum.
17. The Rev. Fr. William, Principal, St. Berchmans' College, Changanacherry.
18. The Rt. Rev. Dr. A. Chulaparambil, Bishop of Kottayam.
19. Mr. Eipe Mathai, Correspondent, M. T. Schools, Thiruvalla.
20. „ K. P. Krishna Menon, General Manager and Inspector of Nair Service Society Schools, Changanacherry.
21. „ G. Narayana Aiyar, Member, Sri Chitra State Council.
22. „ M. Govindan, Member, Sri Chitra State Council.
23. Rajyasevanirata S. Chattanatha Karayalar, Deputy President, Sri Mulam Assembly.
24. Mr. M. Sivathanu Pillai, Member, Sri Mulam Assembly.
25. „ T. P. Velayudhan Pillai, Member, Sri Mulam Assembly.
26. „ N. Narayana Kurup, Member, Sri Chitra State Council.



27. Mr. J. L. Henderson, General Manager, Messrs. Harrison & Crossfield, Ltd., Quilon.
28. „ E. L. Pollard, Chairman, Travancore Chamber of Commerce.\*
29. „ S. Krishna Aiyar, Member, Sri Mulam Assembly.
30. „ K. K. Kuruvilla, Member, Sri Chitra State Council.
31. Mr. A. M. Abdul Quadir Sahib, Inspector for Muslim Education.
32. The Rt. Rev. Vincent V. Dereere, Bishop of Trivandrum.
33. Swami Agamananda, Sri Ramakrishna Mission, Advaithasramam, Kalady.
34. Mr. P. S. Mohamed, Member, Sri Mulam Assembly.
35. „ E. E. Pandarathil, Member, Sri Mulam Assembly.
36. „ P. C. Adichan, Member, Sri Mulam Assembly.
37. „ V. Kunjukrishnan, Second Judge, Kottayam.
38. „ V. J. Ittycheria, Retired Headmaster, M. D. Seminary English High School, Kottayam.
39. „ K. Dominic Joseph, Member, Sri Mulam Assembly.
40. „ A. N. Sathyanesan, Editor "Bharathy", Member, Sri Mulam Assembly.
41. Mahakavi Ulloor S. Parameswara Aiyar, Dean of the Faculty of Oriental Studies, University of Travancore.
42. The Rev. R. H. Eastaff, Corporate Manager, London Mission Schools.
43. Mr. G. H. Marsden, Principal, Scott Christian College, Nagercoil.

At the first meeting of the Committee, which was held on 31st January 1944, the Chairman reviewed the main problems of educational reform in Travancore, explained the terms of reference and enunciated the procedure to be adopted. To facilitate deliberation

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\* Mr. Pollard was out of India when the report was signed.

on the various aspects of reform suitable to the several grades of education, the following eight sub-committees were constituted :—

- I. PRIMARY EDUCATION (including pre-primary and post-primary education—nursery schools, primary schools and Malayalam and Tamil middle schools).
- II. SECONDARY EDUCATION (English middle and high schools and Malayalam and Tamil high schools).
- III. UNIVERSITY EDUCATION.
- IV. TECHNICAL AND COMMERCIAL EDUCATION.
- V. TRAINING, RECRUITMENT AND CONDITIONS OF SERVICE OF TEACHERS.
- VI. ADULT EDUCATION.
- VII. MISCELLANEOUS A.
  - (i) Health of school children, medical service, hygiene, nutrition, physical culture.
  - (ii) School buildings.
  - (iii) Social service.
  - (iv) Education of the handicapped.
- VIII. MISCELLANEOUS B.
  - (i) Examinations.
  - (ii) Scholarships and fee concessions.
  - (iii) Education of special classes.
  - (iv) Religious instruction.
  - (v) Administration.

The sub-committee for primary education met on 28th and 29th February 1944 ; that for secondary education on 2nd March and 19th June 1944, and that for technical and commercial education on 4th March and 26th June 1944. The sub-committee for training, recruitment and conditions of service of teachers met on 17th April 1944 ; and those for adult education and university education on 5th July and 22nd July respectively. The sub-committee charged with the responsibility of examining the various problems connected with the health of school children, nutrition,

medical inspection and hygiene met on 20th April 1944, and the eighth sub-committee, to which were assigned the complex questions of administration and other connected problems, deliberated on 1st October and 6th and 7th November 1944.

At the meeting of the sub-committee which considered the problems of hygiene, nutrition, health and medical inspection of school children, Rajyasevanirata Dr. M. K. Gopala Pillai (Director of Public Health), Rajyasevanirata Dr. C. O. Karunakaran (Superintendent of the Public Health Laboratory) and Mr. P. I. Alexander (Director of Physical Education) were present by invitation. Mr. C. Kumara Das (Secretary to Government) and Mr. K. P. P. Menon (Electrical Engineer to Government) attended the meetings of the sub-committee which considered the question of management and control of technical schools; and the Rev. J. W. Basalam, Secretary for Kerala, South Indian Adult Education Association, attended the meeting of the Adult Education sub-committee. Mr. E. I. Chacko (Director of Industries), Mr. K. Subramonia Pillai (formerly Director of Agriculture) and Dr. J. H. Cousins (Art Adviser to Government) helped the Committee by sending monographs on technical education, agricultural education and art education respectively. The Committee is very grateful to all these experts for their valuable help.

The findings and recommendations of the several sub-committees were drafted in the form of reports, which were considered by the full Committee at its meetings held on 14th, 15th and 16th November 1944 and 18th, 19th and 20th December 1944. The decisions reached by the Committee at these meetings were incorporated in the final report which was approved and signed by the members on 22nd March 1945.

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## CHAPTER I.

### PRIMARY EDUCATION.

The Committee began its work by making a careful study of the present condition of primary education in Travancore, and a detailed review of statistics covering the past three years.

1. At present the primary schools in Travancore consist of four classes, which are designed to cater for children between the ages of 5 and 9. Although younger and older children are often found in primary schools, they really have no rightful place there, as primary education must necessarily be designed to fit a definite age group.

According to the latest census, the total number of children between 5 and 9 in the State is 668,623, and of these 418,997 are studying in classes 1 to 4 of primary schools. In other words, 62·7 per cent of children between the ages of 5 and 9 are already under instruction. The remaining 249,626 or 37·3 per cent of the 5 to 9 age group have to be brought under instruction if primary education is to be made universal.

Taking, however, the first five school classes into consideration, (the question of increasing the primary school classes from four to five will be dealt with later), the total number of children now under instruction is as much as 60·3 per cent of the children in the 5 to 10 years age group; thus leaving 39·7 per cent of this age group to be brought under instruction.

The above numbers refer exclusively to the children in the age groups 5 to 9 and 5 to 10. If however all the children attending the primary classes are taken into consideration, the total number in classes 1 to 4 will come to 93·1 per cent of the number in the age group 5 to 9, and the total number in classes 1 to 5 will come to 81·6 per cent of the number in the age group 5 to 10. The considerable difference between these and the foregoing percentages is largely due to the rather loose enforcement of the rules regarding age of admission on the one hand and the inadequate attention to the problem of stagnation on the other.

From a study of these figures and of general conditions in the State, the Committee is of opinion that the existing arrangements for mass education have reached their utmost limits of expansion and that the next logical step is the introduction of compulsion.

2. In advocating the introduction of free compulsory primary education, the Committee agrees with the recommendations of the two committees on Basic Education set up in 1938-39 by the Central Advisory Board of Education and endorsed by the Central Advisory Board, that "in conformity with world-wide opinion any system of universal compulsory instruction must also be free".

3. The Committee considered the problem of wastage in primary schools. Of the total number of children in Class I in 1116 M. E. (1940-41) only 64·6 per cent reached class IV in 1119 M. E. (1943-44), showing a clear wastage of 35·4 per cent. Just twelve years ago the corresponding wastage was 60·2 per cent. Thus there has been decided improvement in regard to wastage, but much remains to be done. The introduction of compulsion with a well organized system of inspection is the most adequate method of dealing with this problem.

Although the condition of wastage has considerably improved, a wastage of 35·4 per cent is still a high figure, indicating that there are many who stagnate and many who only attend schools for short periods under the impression that attendance at a school for however short a period is preferable to no attendance at all. Experience all over India has definitely proved that even in the case of children who have reached the fourth class, there is grave danger of their relapsing into illiteracy. A former Census Commissioner in Travancore has estimated that 30 per cent of children from the fourth class of primary schools in the State relapse into illiteracy. Educationists are agreed that in order to ensure literacy and to insure as far as possible against lapses into illiteracy, the primary school course must be extended to five years.

The Committee therefore recommends that compulsory primary education should be of five years' duration and in order to make this effective all uneconomic and incomplete schools must be abolished. Incomplete schools are usually of no genuine use to the community and are often a hindrance to the promotion of literacy. The Education Department has already made a drive against incomplete schools and has reduced their number in twelve years from 1680 to 427. It will be necessary to continue the same insistent policy along with the establishment of complete primary schools of five classes. Schools should be encouraged to complete themselves by adding the fifth class and, after primary education has been made compulsory in any locality, a definite time should be prescribed after which recognition will be withdrawn from incomplete schools.

4. In addition to the introduction of a system of compulsory primary education of five years' duration, the

Adaptation to local conditions,

Committee realizes that in order to make this scheme work as smoothly as possible, considerable adaptation to local needs and conditions will be necessary. One of the chief causes of wastage at present is due to the fact that parents withdraw their children from schools in order to help in the home, the fields and in their own trades and occupations. This is a natural thing and the system of compulsion should, as far as possible, be adapted to meet it. It should be recognized that children should attend school first and only be set free for domestic and other work afterwards. This situation could be met if it were laid down that not all primary schools are expected to work throughout the five hours of the day, and that rigid uniformity of working hours is not to be exacted. In many localities it may be found desirable for primary schools to work for four hours in the morning, setting the children free for the remainder of the day. In other places it may be found desirable to work for shorter hours on six days a week instead of working longer hours on five days as they do at present. In other words, with the introduction of compulsion the varied local conditions which at present are mainly responsible for wastage should not be ignored. Holidays, too, will have to vary according to local conditions ; but the Committee feels that a wise adaptation to local needs will make easy the working of compulsion in the complete primary schools of five classes,

In the early stages of the introduction of compulsory primary education, owing to the difficulty of immediately erecting new buildings and of acquiring land, the 'shift system' may be permitted under proper conditions and safeguards as an experiment in areas where local conditions make it suitable.

5. The average strength of a primary class is 35 in departmental schools and 38 in private schools. These numbers in terms of averages are satisfactory, but the real state of affairs obtaining in the various schools is not. There are schools where there is very bad overcrowding while there are others which are quite uneconomically filled. The location of the schools, with special reference to overlapping, has to be carefully studied and, wherever necessary, schools have to be re-located according to the needs of the school-going population.

The vital question of preserving the health of school children is dealt with in a later chapter, but it is appropriate to emphasise here that educationists and medical men are agreed that one of the causes of ill-health is the overcrowding of children in classes. In many schools children are so crowded in the benches that they have no room to sit down in a natural posture, no room to stand up straight and no room in which to write. A crowded class never looks happy. In many model schools the number in a class is rigidly limited to twenty and many educationists think that this is an ideal figure. It may not be possible for some time to achieve such an ideal condition, but it will be the duty of the inspecting officer to prevent overcrowding, to see that the rooms provided are adequate and to insist on a reduction of strength in classes if the rooms are small and unhygienic.

Schools are naturally overcrowded in the more densely populated areas and in this connexion it will be the duty of the Education Department to insist on the provision of more schools in such areas and to re-locate other schools according to the needs of the locality. Both from an educational and health standpoint, the introduction of compulsory education for five years must not be made an excuse for the overcrowding of schools and class rooms,



6. The Committee recommends that the age of admission to primary schools shall be 5+ years. In other words, children should be required to attend a primary school after reaching their fifth birthday.

Age of admission to primary schools.

7. We have recommended the introduction of a free and compulsory course of primary education lasting five years. In making this recommendation we have confined ourselves to what is immediately practicable. We however realize that, in concurrence with world-wide educational opinion, 'basic education' should continue until the age of 14. Basic education is designed to give boys and girls sufficient knowledge and training to make them good citizens and to fit them for a very large number of avocations in life. The Central Advisory Board of Education observes in this connexion, "It cannot be said that world opinion has yet reached or is even approaching a final conclusion as to what the length and content of this minimum training should be. Before the war in the U. S. A. and in most European countries the period for compulsory education extended from the age of 5 or 6 to 14 or 15. The plans for post-war educational development which have been published foreshadow some lengthening of this period."

Compulsory primary course of 5 years.

We are therefore not unmindful of the fact that ideally the full course of basic education should consist of eight years. While the Central Advisory Board of Education envisages the eventual organization of a system of compulsory education extending over eight years, this Committee, keeping in view what may be immediately practicable in Travancore, recommends that for the present compulsion be confined to the first five years.

8. Before the introduction of compulsion, there should be a preparatory period of three years during which arrangements should be made for the supply of an adequate number of trained primary school teachers and for the provision of the required additional accommodation in primary schools.

Preparation for compulsion—Primary Education Act.

The department's drive against incomplete schools should be continued and intensified and arrangements should be made for the

A Primary Education Act should be passed by the Legislature, an intensive propaganda should be carried on, an effective machinery for enforcing compulsion should be set up and, speaking generally, the full details of the introduction and expansion of compulsory primary education should be worked out.

9. At the end of the period of preparation the scheme should be put into operation and carried out as expeditiously as possible consistent with the availability of funds, the adequacy of accommodation and the supply of teachers. In the beginning, it may be necessary to confine the introduction of compulsion to a number of selected urban areas.

10. The introduction of compulsory education naturally raises the problem of the supply of free books, free mid-day meals and free clothing to the really needy children, and adequate funds will have to be provided for these items of expenditure.

In many systems of free and compulsory education it is assumed that the supply of free books is part of the educational obligation of the authorities, but mid-day meals and clothing are not to be regarded as coming within the sphere of this obligation and should only be provided in necessitous cases. Steps however should be constantly taken to deal with under-fed children attending schools. This question was investigated by the 1933 Reforms Committee which said, "We must point out that this problem is not merely a problem of poverty as has generally been assumed, though the poverty aspect of it looms more largely in the case of primary schools than in the case of secondary schools. We have discovered on a close examination of the facts that there are at least three classes of pupils who go without proper food throughout the school day. The first class consists of those whose parents, though able, do not for whatever reason take the trouble to supply their children with food. The second class consists of pupils who rather than carry their tiffin to school prefer to remain without a meal ; and the third class consists of those pupils whose parents mainly through poverty (though sometimes through conditions of work)

are unable to send food along with their children to school. Laziness on the part of pupils and slackness on the part of parents ought to have been dealt with long ago."

Measures should be taken to see that all school children have a proper mid-day meal. In schools which work only in the mornings, pupils will be free to go home for their mid-day meals. In schools which continue to work during the afternoons, school authorities should insist on the provision of meals by parents. If this is conscientiously done the number of really poor and needy children to be provided for will be limited. We are, however, of opinion that such children should be provided with a mid-day meal by the State or the local authorities. The free supply of clothing in really necessitous cases may be similarly dealt with.

11. The introduction of compulsion will prevent wastage due to the withdrawal of school children during their five years' primary course, but will not, by itself, prevent stagnation. Therefore, lest the huge amounts to be expended on compulsory education be wasted, adequate arrangements should be made for better teaching and effective supervision and control.

Stagnation—Need for effective supervision.

The question of stagnation has been a serious one in the past. The 1933 committee reported :—" We have found large numbers of cases in Travancore in which pupils have stagnated for periods varying between 2 and 6 years in one class, and other cases in which pupils have taken between 7 and 8 years to read in two classes." For this state of affairs as far as the normal child is concerned, the committee blamed the incompetence of the teachers and the complacency of the inspectorate and the authorities. It, of course, recognized the necessity of segregating the mentally defective and the special grouping of children suffering from retarded physical and mental growth. The problem of the education of the physically and mentally handicapped will be dealt with later on, but as far as normal children are concerned, we are convinced that the problem of stagnation is an artificial one and that it can be tackled by conscientious teachers and a sound inspectorate.

All children must be compelled to stay in school until they finish their primary education, and the question of stagnation, which will then become more urgent and imperative than ever, must be one of the most prominent and vital features of every inspectorial visit, and the extent to which children stagnate in classes and schools should be accurately recorded at every annual inspection. With this information readily available, the stagnation problem can become a prominent characteristic of the department's supervision of all schools.

12. Up to the beginning of this year, including the primary sections attached to middle and high schools, there were 3,052 primary schools with 14,951 classes, 15,732 teachers, and providing 642,533 school places. On the introduction of compulsion, there will have to be 8,36,094 school places and 23,888 teachers calculated at the rate of 35 children per teacher. That is, an increase of 1,93,561 school places, and of 8,156 teachers.

If however the average of 30 pupils per teacher adopted by the Central Advisory Board is accepted, the number of teachers required will be 27,870, an increase of 12,138 teachers.

Additional accommodation will be required for craft work and better provision will have to be made for playgrounds and school gardens.

13. With regard to the curriculum in primary schools, the Committee agrees with the general view that in the primary stage the curriculum must be thought of "less in terms of knowledge to be taught and more in terms of activities to be fostered and interests to be broadened," and it must consist of a series of "purposeful, spontaneous activities centering round the characteristic interests of the child at this period of its life and arising naturally out of its environment." In this connexion, the Committee had the advantage of examining a model syllabus for primary schools prepared by one of its members. This syllabus, though not inserted in this report as we desire as far as possible to concentrate on educational principles rather than details, will be

Curriculum for primary schools—'Special schools.'

available to those charged with the duty of reorganizing primary education. We trust and expect that the deepest consideration will be bestowed on this problem by experts, and that teachers will be trained in the most up-to-date methods to relate primary school teaching to the children's lives and experiences, and also to use, especially in the lower classes, playway methods and reduce formal teaching to a minimum.

These recommendations imply that rigidity and uniformity will cease to be features of primary school curricula and methods of teaching. Variety and experimentation should be welcomed and encouraged. To help in achieving this, the Committee recommends that 'Special Schools' which provide alternative methods of primary education, such as Montessori, Project, Kindergarten etc., should be permitted and granted recognition.

14. The question of examinations in schools is dealt with in various parts of this report, and our recommendations are summarised in chapter X. Generally speaking, we recommend that both public and class examinations should be reduced to a minimum as far as the school stages of education are concerned.

In primary schools we are of opinion that there should be no formal class examinations during the five years course, and no public examination. At the end of the fifth class, however, there may be a class examination of an internal character with an external control over the standard. By this we mean that this test, which may be partly written and partly oral, should be checked and helpfully supervised by the inspecting officers. The purpose of this test will be to gauge to what extent the objects of compulsory primary education have been successfully achieved. The main object of this venture is the promotion of literacy by which is meant a facility to read, write and converse in the mother tongue, to keep simple accounts, to know the rudiments of the history and geography of one's own country, to take an intelligent interest in current affairs, and generally to acquire the character, outlook and sense of responsibility which make good citizens.

15. The questions of health and hygiene are fully dealt with in chapter VIII, in which we recommend that every primary school shall have on its staff one teacher who has undergone a recognized course of training in health and hygiene.

16. There is extensive co-education in the State. In primary schools out of 2,77,612 girls, 2,59,923 girls study in boys' schools and out of 3,45,267 boys, 7,627 boys study in girls' schools. In fact, at the primary stage there is no distinction between boys' schools and girls' schools and the name "boys' school" or "girls' school" is but the result of a bygone classification which continues to adhere to the institution even after the distinction has been removed.

The Committee recommends that the present practice of co-education be consistently used throughout the primary stage and that the nomenclature of separate schools for boys and girls be abandoned.

17. At present there are 11,551 men teachers and 4,181 women teachers in primary schools and, 1,800 men teachers and 397 women teachers in middle schools. In primary schools there must be a larger proportion of women teachers.

The majority of educationists hold the view that it is desirable that the three lower classes of primary schools should be taught by women. It is widely recognized that women are more suited to the handling and teaching of young children than men. The recruitment of women teachers will also result in all schools being able to provide instruction in sewing, elementary homecraft, music and singing for girl pupils, whereas hitherto the large majority of girls in boys' schools have had no separate special subjects of study.

18. The Committee recommends that the minimum qualification of primary school teachers shall be a pass in the High School Leaving Certificate, or Tamil or Malayalam Higher, or Mahopadhyaya or Sastri examination, plus training. This

recommendation is not intended to prejudice the claims of those who have already registered for appointment or have acquired a license to teach.

19. The Committee carefully considered what is in fact the predominant factor in the success of all education, viz., the quality of the teachers. In this connexion the Central Advisory Board has said, "it is a notorious fact that the teaching profession in this country is miserably paid". The Committee finds that as it has recommended the introduction of free and compulsory primary education, the use of a revised and improved curriculum, a general improvement in the conditions of schools and a raising of the qualifications of teachers, an all-round improvement in the rates of pay is essential. The Committee recommends that the following scales of salary be adopted both in departmental and private schools.

Primary school teachers Rs. 20—1—25

Primary school headmasters Rs. 30—2—40

20. The Committee recommends that the benefits of the Licensed Teachers' Provident Fund shall be made compulsory for all primary school teachers both in departmental and private schools who do not already subscribe to a recognized provident fund. Whilst it is not practicable to increase the contribution made by Government, teachers may be allowed to contribute up to a maximum of three chuckrams per rupee, and private managements permitted to increase their contribution if they are able to do so.

21. The Committee considered the great contribution made by private agencies to all grades of education in the State. In the primary stage while there are 883 departmental schools with 5,448 classes, 5,878 teachers, 1,91,558 pupils and 2,05,636 school places, there are 2,169 private schools with 9,503 classes, 9,854 teachers, 3,63,336 pupils and 4,36,897 school places. In the middle school stage while there are 184 departmental schools with 813 classes, 1,128 teachers, 31,533 pupils and 46,904 school places, there are 223 private schools with 871 classes, 1,069

teachers, 32,759 pupils and 52,635 school places. Thus about two-thirds of the primary school pupils and more than half the middle school pupils are in schools provided by private agencies.

From these figures it is clear that a very considerable and worthy contribution to primary and middle school education is made by private agencies, and that the State cannot afford to lose this valuable asset. Although the introduction of compulsion may involve the opening of new schools by Government wherever necessary, every help and encouragement should be given to private managements to improve their schools and to open new ones. No private managements, however, should be permitted to open new schools unless at the time they apply for such permission they are already paying their teachers at least the minimum salary given in departmental schools.

As a concomitant to the present policy of the Department to eradicate inefficient and ill-managed schools—a policy which we have recommended should be continued—we are definitely of opinion that well conducted and efficient schools should be generously aided by Government.

Whilst this Committee recommends the adoption of a generous grant-in-aid system, it cannot go into the question as to what the details of this system should be. As far as salaries are concerned, however, the Committee accepts the principle that all teachers, whether in government schools or private schools, should receive the same rates of salary; but in recognition of the additional financial burdens which the new proposals impose on private managements, we recommend that Government should pay them a grant equal to 75 per cent. of the salaries prescribed in paragraph 19 above, and that although the managements be expected to pay the remaining 25 per cent as soon as possible, this need not be made a condition of recognition for schools already in existence.

The Committee thus recommends that the ideal to be aimed at is the removal of the invidious distinction that exists at present between the conditions of service of teachers in departmental and private schools. Private school teachers should be paid the same salary and enjoy the same conditions of service as departmental school teachers.



22. The Education Reforms Committee of 1933 emphasised the fact that far too many children under the age suitable for beginning formal instruction were reading in primary schools. At the time of their investigation there were 37,384 children under the age of 5 attending primary schools. There existed no special equipment and no specially trained teachers to handle such young children.

The 1933 committee recommended that no pupil under 5½ should be admitted to a primary school. This Committee has recommended that the minimum age of admission to a primary school should be 5 + years. Some provision will therefore be necessary for children of pre-school age, and we recommend that Nursery Schools should be opened. The Central Advisory Board has pointed out that in most countries in Europe and in America it has been clearly recognized that the Nursery or Infants School has an important part to play in every school system, and that recent developments and reforms in Russia deserve special mention in this connexion. The Board further emphasises that the most urgent reason for providing special facilities for children of pre-school age is the physical aspect. The Board says, "it has been established that many defects, which ought to be remedied quickly, reveal themselves before this age, and it is therefore necessary, especially in town or other areas where housing conditions are unsatisfactory, that primary education should be supplemented by a generous provision of Nursery Schools and classes for children below the minimum age for compulsory attendance",

This Committee recommends that a beginning be made in towns and industrial centres, where large numbers of mothers go out to work, and that Nursery Schools be established by the Department in these centres. The nursery schools may conveniently be housed on the same site as, or even form a department of, the primary school, since this will enable older children to look after their younger brothers and sisters on the way to and from school. In rural areas it will probably always be more convenient to attach these nursery classes to primary schools. Voluntary agencies which undertake to conduct nursery schools or classes should be supported

The question of staff for nursery schools is of extreme importance, as a very specialized kind of training is required for dealing intelligently with the very young. The normal age of children in nursery schools will be from 3 to 5, and for such young children women teachers are essential. We therefore recommend the establishment of a good school for the training of nursery school teachers. Experience seems to point to the fact that nursery training schools function best when attached to model nursery schools. In addition to the training of specialist nursery school teachers, women students under training for primary and secondary teaching would profit by a course in a nursery teachers' training school.

23. In the light of the fore-going recommendations which impose an increased financial burden on Government it will be necessary to have recourse to additional taxation in the form of an Education Cess.

Education Cess.

24. It has already been emphasised that the main objects of primary education are the promotion of literacy and laying the foundations of good citizenship. Vocations and employment. Whilst the liberal and cultural purposes of education at all its stages must never be dethroned by utilitarian considerations, the Committee's terms of reference require that its recommendations should have special regard to post-war developments and requirements in the State. To meet these needs, it is essential that the training given to young men and women must be related to the economic life and needs of the country. Hitherto the various stages of education have had little relation to life, and consequently there is an aimless procession from the primary school to the university and no realization that at every stage of the educational ladder men and women must be equipped for vocations in life.

The proposed reform of primary education will be of merely academic interest unless we face the question, "To what avocations in life will primary education lead?" An objective of great importance therefore which these reforms should achieve is to fit

pupils who have had a primary education for most forms of manual labour and artisan work. The curriculum of these schools should be designed to foster the pupils' wage-earning capacity as literate manual workers. In some cases pupils will be fit to enter employment without further training, but for others short and specialised courses of training will be necessary. Immediately after these primary stages, therefore, opportunities should be provided for short intensive courses of technical training, which will equip primary school boys as wage earners. In other words, the passing of the internal examination at the end of the fifth class should be the entrance test to various forms of lower grade technical training. In the next chapter of this report which deals with middle schools, and also in the chapter on 'Technical and Commercial Education', we recommend that these various forms of lower grade technical training should also be available for pupils who finish their ordinary schooling at the end of the middle school or earlier, as pupils in the age group 10+ to 13+ will not differ widely in their capacity as far as technical training for manual work is concerned. We strongly recommend, however, that such training should be reserved for pupils at these stages, pupils with higher educational qualifications being excluded from unfairly competing with them.

The importance of relating all stages of education to the economic life and needs of the people cannot be over-emphasised, especially as this problem has been allowed to drift in the past. The Committee is convinced that a variety of opportunities for lower grade technical training will be essential at these stages to equip boys and girls as manual workers and wage earners. The whole problem of technical and commercial education is discussed in chapter IV, but it will be convenient to enumerate here the various subjects in which training at this grade may be provided.

- (a) Gardening, Tailoring, Spinning, Weaving, Coir work, Basket making, Mat making, Shoe making and repairing.
- (b) Book-binding, Commercial lettering and posters.
- (c) Brick work, Masonry, Motor repairs, Wood work, Metal work, Leather work, Carpentry, Tinsmithery, Black-

- (d) Agriculture, (arable farming and animal husbandry), Poultry keeping and Bee keeping, Sericulture and Horticulture.
- (e) For girls :—Home-craft, Sewing, Embroidery, Screw-pine and Lace-making.

In conclusion, the five years primary course will be designed to lead to

- (i) Direct employment as manual workers.
- (ii) Lower grade technical training for wage earning as manual workers and artisans.
- (iii) Middle schools.

25. In arriving at several of the foregoing conclusions, the Committee had to be guided by the inevitable limitations of the financial resources of the State. In the light of the conditions obtaining in many other parts of the world, and compared with the recommendations of several recent committees in India, including the scheme of the Central Advisory Board, enthusiasts may look on the Committee's recommendation to introduce compulsory education for five years as too moderate a measure. But it should be understood that the introduction in Travancore of free compulsory education for all boys and girls between 6 and 14, would mean an annual recurring expenditure of Rs. 4,67,56,462 which is beyond the present financial capacity of the State. The Committee has, therefore, to be satisfied with a five years' compulsory course. Even for that, if the salary and scale recommended by the Central Advisory Board are accepted, the annual expenditure would come to Rs. 2,61,64,093, so that there again, however much the Committee would like still further to improve the conditions of service of teachers, a less ambitious scale has to be adopted.

From the figures in the Administration Report for 1119 M.E. (1943-44) it is seen that calculated at a per capita rate, Government spent approximately Rs. 34,87,000 on the first five classes including the preparatory class. A five years' course of compulsory education for all boys and girls between 5 + and 10 +, retaining the existing scales of salary of teachers, would result in an annual expenditure

the children of the age group 5 to 10 attended the primary classes, whereas this estimate is for the education of *all* the children in that age group. Moreover, while part of the expenditure in 1119 M. E. was incurred at the rates of salary obtaining before the recent revision, this estimate is calculated at the rates revised by Government. Thus it will be seen that the increase is almost exactly proportionate to the increase in the number of children under instruction and the increase in the salary and scale sanctioned by Government. If however the salary and scale recommended by the Committee are adopted, the annual expenditure would come to Rs. 70,78,812, or roughly 14 lakhs more. But in consonance with the consensus of opinion expressed by the several bodies that have recently examined the question of teachers' emoluments, and consistently with its other recommendations regarding enhanced general qualifications, the insistence on pre-service training and increased responsibilities of the teachers, the Committee considers that this additional expenditure is unavoidable. In this connexion it should be remembered that the full amount will have to be spent only when the whole State has been brought under the purview of compulsion and every boy and girl has been brought under instruction. Both for financial and administrative reasons, the introduction of compulsion will have to be carried out by stages spread over a fairly long period.

As the first stage, the Committee has recommended the introduction of compulsion in some of the prominent municipal areas. The cost of introducing compulsion in ten selected towns is Rs. 3,73,806 at the existing scales of pay and Rs. 4,78,191 at the scales of pay recommended. This however is the gross expenditure. To know the net increase, the amount that is now being spent in these towns will have to be deducted from this. Calculating on a rough per capita rate, it may come to Rs. 1,90,630. Thus, therefore, the additional expenditure required for the introduction of compulsory primary education in ten selected towns may be approximately Rs. 1,83,176 at the existing scales of pay, and Rs. 2,87,561 at the rates of pay recommended.

Even to-day the supply of free mid-day meals and free clothes to needy children is a very huge problem. But it should be borne

in mind that the children that will be brought under instruction as a result of the introduction of compulsion will be largely of the poorer class, and therefore the proportion of the children that will have to be supplied with free meals and free clothes will be far greater than at present. Nor would it be equitable to compel boys and girls without adequate food or clothes to attend classes, or to penalise parents for their poverty. It is calculated that approximately a sum of Rs. 48,07,540 will be required per annum on this account. The Committee recommends that local enthusiasm, endeavour and munificence must be mobilised for this purpose and therefore the expenditure on this account has been kept separate and not included in the general educational demand on State finances.

26. Two detailed comparative statements, one for the whole State and the other for certain selected towns, showing the expenditure at the existing rates of salary, and at the rates recommended by the Committee are attached to this report as Appendices I and II. A taluk-war statement showing the financial effect of the introduction of compulsory primary education at the rates recommended is given in Appendix III. Appendix IV gives taluk-war details regarding the existing provision for primary education and the additional requirements needed for the introduction of compulsion. Appendix V gives a similar statement regarding certain selected towns,
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## CHAPTER II.

### MIDDLE SCHOOL EDUCATION.

1. In this chapter we propose to deal with the problem of post-primary education, that is, with the type of education which, in our opinion, should be provided for those who, having finished the compulsory primary course of five years, desire to continue in the ordinary schools. It was pointed out in the last chapter that, after the primary school course, many will seek direct employment as manual workers, whilst others will undergo some form of lower grade technical training to fit them more adequately for employment. At the same time, the primary schools will also be feeder schools to the next higher grade of education, and the internal test at the end of the fifth class should be the normal qualification for entry into the first post-primary class.

2. At present post-primary education in the State is provided by the three classes of Malayalam and Tamil middle schools, the first four classes of Sanskrit schools and also by the preparatory class and first three forms of English schools, though the latter are more designed to be a prelude to the high school classes than the finishing stage of primary education.

The 1933 committee fully investigated the case of the Malayalam and Tamil middle schools, and reported that they were defective both from the standpoint of their organization and their curriculum. The committee consequently recommended their abolition. It maintained that their work was largely rendered negative by wastage, and that their curriculum was not a proper post-primary one, but merely a Malayalam or Tamil parallel to the lower secondary classes of English schools, intended to meet the needs of the poorer classes. In other words, the distinction between English Middle Schools and Malayalam and Tamil Middle Schools is mainly an economic one. The committee added, "As extended

primary schools they are almost entirely unsatisfactory. The course of study is purely literary, and covers practically the same ground as the courses in the English schools. No vernacular middle school attempts to give any rural or industrial bias ; and the schools have no practical work of any kind, and consequently no pre-vocational bias. The unfortunate result is that (the trend of vernacular middle school education being definitely away from the needs of the pupils who will have to look to manual or artisan labour as their means of livelihood) the majority of the pupils who reach class 7 have lost their wage-earning capacity as literate manual workers, and at the same time, have not reached the standard of education which fits them for non-manual employment."

The same criticism can also be made in the case of the present English Middle Schools, which now serve no other purpose than as feeders to English High Schools. The education given therein is purely academic, with no practical bias or pre-vocational interest of any kind. .

3. This Committee is of opinion that these defects in immediate post-primary education must be remedied, and that this stage of education must cease to be purely academic and must be re-designed to be the finishing stage of what is often called 'basic education', rather than remain merely a preparation for high school classes. To achieve this objective, the curriculum in these post-primary classes should cease to be rigid, and should be intimately related to the actual occupations and conditions surrounding the school. A considerable portion of the course should be practical work related to local occupations, and sufficiently advanced either to form the basis for future wage-earning in such or similar work, or pave the way for further training in technical institutions. In other words, this stage of education should be of a type which will not rob young men and women of their wage-earning capacity as it seems to do at present, but which will stimulate their interest in practical things and skilful work, and thus assist them in laying the foundations for the pursuit of a trade. The Committee therefore recommends that the curriculum for post-primary schools

General principles  
of reform.



should be completely revised on practical lines and should centre round one or two basic crafts, supplemented if necessary by one or two subsidiary crafts like gardening, spinning, weaving, carpentry, smithery, masonry, home-craft, needle-work etc.

The course must also, of course, contain sufficient general education to enable some of the pupils who finish it and pass the prescribed tests to join the high schools, for it will be from these post-primary schools that pupils in high schools will be recruited.

4. With these objectives in view, the Committee carefully considered whether it is any longer necessary or desirable to retain two different kinds of post-primary classes. As has been pointed out, the

Relation of 'post-primary' classes to 'Middle Schools.'

present dual provision for post-primary education consists of three classes of the Malayalam and Tamil Middle Schools and the preparatory class and the first three forms of English Schools. The special position of Sanskrit Schools will be dealt with in a later chapter. We have pointed out the defects of both types of school, and have advocated that they should be totally removed by the provision of more practical courses intimately related to the living needs of the community, and designed to fit a large number of young men and women to find their places in life at the end of the post-primary stage.

5. We consider that the preservation of the present dualism will be of no help whatever in the achievement

Middle Schools of three forms.

of these ideals. On the other hand, we are of opinion that this more practical type of training coupled, as we have already recommended, with a sufficient amount of general cultural education, should be provided for all pupils who continue their schooling beyond the primary stage. We therefore recommend that there should be one type of post-primary education of three years duration, which may be called the Middle School course. The classes in the middle schools may be designated Forms 1, 2 and 3. In making this recommendation that there should be one type of middle school consisting of three forms, the Committee would emphasise that the further continuance of two practically parallel courses would be an unnecessary and wasteful duplication. All children will have undergone the

same compulsory course of five years' duration, and their standard of achievement will be the same. They will therefore all be equally fit to continue the same kind and standard of general education, variety being introduced by the various kinds of practical training provided in different schools. The greater part of the middle school course should consist of subjects of general knowledge which all boys and girls between 11 and 14 ought to study, and the study of crafts involving a practical and vocational bias should occupy about one hour a day. The Committee desires to emphasise that it regards the middle school as a continuation of the primary school, and not merely or primarily as pre-high school classes. Though of necessity pupils will be recruited into high schools from those who finish the middle school course, we are of opinion that the latter should be regarded as an entity in itself leading to a definite educational qualification, and to various forms of technical training suitable for pupils of this age. This view will be further developed in this report by our references to pupils who are diverted at the end of the middle school stage or earlier.

6. The Committee's recommendation that there should be one uniform type of middle school involves the abolition of the present distinction between 'English' and 'Malayalam and Tamil' Middle Schools.

Malayalam, Tamil and English Middle Schools—distinction removed.

7. We recommend that throughout the middle school course the mother tongue should be the medium of instruction. We further recommend that English should be a compulsory second language from the first form onwards, as a knowledge of English will be necessary both for those who are diverted at the end of the middle school stage to employment and courses of technical training, as well as for those who are selected for high school courses.

Medium of instruction. Place of English.

8 Admission to the middle schools will be determined by the results of the internal examination at the end of the primary stage.

Admission to Middle Schools.

9. In the previous chapter of this report we have recommended that both public and class examinations should be reduced to a minimum as far as the school stages of education are concerned. In the primary stage we have recommended that no class examinations should be held until the end of the 5th class ; and even here we are of opinion that an internal test will suffice. In the middle schools we recommend that regular class examinations should not be insisted upon in measuring a pupil's progress and his fitness for promotion. Experimentation in alternative methods should be encouraged, such as the Weekly Journal System, Achievement Tests, etc. It should be the duty of Teachers' Training Colleges to undertake research and experiments in these directions. If this were done, it would be possible for a properly trained and diligent teacher, if the number of pupils in his class is reasonably limited, to watch his pupils' progress throughout the year and to give them credit for their daily work, instead of relying solely on the fruits of an examination week.

Until more suitable methods of gauging pupils' progress and their fitness for promotion have been perfected, we have no alternative but to recommend that a public examination must be held at the end of the middle school stage. This examination, which need not be a mere written test confined to a few days, but one in which credit may be included for a pupil's general progress in class, should be designed as a completion of the course and to lead to—

(a) Direct employment as manual workers, artisans, and to such posts as peons, attenders, constables etc.

(b) Lower grade technical training which may be common to those diverted from general schooling at this and earlier stages. (Suggested subjects are enumerated in paragraph 24 of chapter I, and paragraph 3 of chapter IV of this report.)

(c) Selection for admission to High Schools.

10. The details of a suitable middle school curriculum will have to be carefully worked out by experts, but we desire to indicate the general outline to which, in our opinion, this curriculum should conform. We have already stated that the middle school course should consist of subjects of general knowledge which every boy and girl of this age should know, a compulsory study of English, and a study for about one hour a day of one or more carefully selected crafts with a practical and vocational bias.

The particular vocational subjects chosen in the schools will depend upon local conditions, industries and other pursuits. Careful local surveys will be necessary before these practical courses in middle schools can be chosen.

With regard to the subjects of general education we recommend, in addition to English, the inclusion of the mother tongue (in which all instruction will be given), Mathematics, Nature Study, History with Civics, Geography and Physical Training.

11. Hitherto the teaching of English in schools has been done by means of a prescribed text book in each class. These text books consist of anthologies of prose and poetry, and the attention of the pupil is rigidly and exclusively canalized along the contents of his prescribed text book, and outside this channel there is no necessity or encouragement to trespass. The pupil learns the words and phrases of his prescribed text book in the context in which they are found there, memorises them without necessarily understanding them, and serves them up in his examinations. He is not often encouraged to make the words and phrases his own by using them in connexion with the things of his own experience. There is no time for this; the text book must be got through, its actual contents accurately memorised, so that the pupil can produce at least as much as will just secure a pass in his frequent examinations.

The inevitable result of this method of teaching English by means of a text book is that pupils fail to acquire facility in freely using the English language in speech and writing. They can quote

from their text books, but cannot use modern, current, twentieth-century English, such as is spoken and written to-day. Children who go to school do not require a knowledge of a few selected specimens of English literature, but an ability to read, write and speak the King's English of to-day. It is only this kind of English which will serve them in good stead in business, industry, commerce, and in almost all the other walks of life.

In recommending that English should be a compulsory second language for all pupils from the first form of the middle school onwards, the Committee is strongly of opinion that the text book method of teaching English should be abolished, and that in its place a system should be substituted by which a free and easy use of the living language is achieved. Examinations, too, should no longer be on the contents of text books and designed to find out how much of these contents a pupil has memorised, but should be tests of a practical kind intended to test the facility with which a pupil can use in speech and writing the words of the English language he has so far learnt. In the higher stages examinations in English should be on the lines of the compulsory papers usually set in various Civil Service examinations, but in all cases a *viva voce* in reading and speaking should be insisted upon to supplement the written test.

The transition from text book English to living English will not be easy, and the solution of this problem will require careful research and the concentrated efforts of many experienced educationists. It will also require a new type of teacher. The help of the younger men and women will be particularly needed—especially those who have studied modern experiments in education and have seen them working in other countries. It is clear that books cannot and should not be discarded altogether, for undoubtedly the greater part of our knowledge in all subjects comes from the printed word. Books, however, in contradistinction to text books, designed for the teaching of English as a living language are readily available, and are published by most of the well known educational publishing firms. Such books are extensively used in the colonies, and also in

many other countries of the world where English is taught as a second language. These books are usually in the form of a series of 'Graded Readers' or 'Steps in English', based on the principle of 'Word Frequency'. They are designed to provide pupils, especially those whose mother tongue is not English, with a progressive knowledge in easy stages of the words and phrases and idioms most frequently used in current English, and exercises are provided to enable pupils to use those words in every possible connexion and variation. Pupils do not learn the *contents* of these graded books, but the *use* of the carefully selected words and phrases. If they are examined, the examinations test the facility with which the pupils can use the words and phrases they have made their own.

The Committee strongly recommends the abolition of the English text book, and the adoption of a scientific method of adequately teaching the language. There is no need to insist on one rigid system being followed everywhere. Experimentation may be allowed and welcomed. There are some teachers who advocate the use of 'Basic English' as a means of ensuring facility in the use of the language in the lower classes of schools. Those who prefer to use Basic as a beginning would finish it after three years' teaching in schools, that is at the end of the middle school, and would then adopt in the high school the Basic method of gradual transition from the vocabulary limited to 830 words to the unlimited vocabulary.

Whilst the majority of teachers may prefer the graded system of teaching the language based on 'Word Frequency', those who are convinced of the merits of Basic and are enthusiasts for it may be allowed to try it. The full results of any new method will be seen when the pupils trained therein pass out of the sixth form of a high school. Variety of methods in teaching the language are further to be welcomed because they necessitate that examinations must be based on the facility with which a pupil can use the language and not on the contents of any book.

12. The Committee has recommended that co-education should be adopted throughout the primary school course, but realizes that at the middle school stage a beginning may be made in the provision of separate schools. At present in the post-primary stage, out of 32,169 girls, 19,911 girls study in boys' schools; and out of 47,522 boys, 161 boys study in girls' schools. Here there is already a distinction between boys' schools and girls' schools which does not exist at the primary stage, and this distinction has its advantages. Therefore, where the number of school children justifies a separate school, separate middle schools may be run for boys and girls. In other places there may be mixed schools, but they should make satisfactory arrangements for special training in music, sewing, home-craft and dancing for girl pupils, and provide them with special facilities for games. In middle schools a mixed staff is desirable both in boys' schools and girls' schools.

13. We recommend that a fee of Rs. 12 per annum should be levied in the middle school classes. Fees should be collected at the same rate for boys and girls. For any special services that may be rendered by the schools such as the supply of books, mid-day meals, medical inspection, games and library, separate fees may be imposed upon those who can afford to pay them. There should, however, be liberal provision for fee concessions for the poor and scholarships for the meritorious.

14. The Committee recommends that the following scales of salary be adopted both in departmental and private middle schools:—

Salary and conditions of service of teachers.

Middle school teachers	... Rs. 30 - 2 - 40
Middle school headmasters	... Rs. 45 - 3 - 60

We further recommend that the benefits of the Licensed Teachers' Provident Fund shall be made compulsory for all middle school teachers both in departmental and private schools who do not

already subscribe to a recognized provident fund. As we have pointed out in the previous chapter, the additional financial obligations which the implementation of the Committee's recommendations will impose upon Government will make it impossible for Government to increase their contribution to this Fund, but teachers may be allowed to contribute up to a maximum of three chuckrams per rupee, and private managements permitted to increase their contribution if they are able to do so.

15. The existence in the State of a large number of private schools and private school teachers makes the problems of control and grant-in-aid especially important and complicated. In regard to pay, conditions of service, and security of tenure, the Committee has already recommended that there should be no distinction between the government school teacher and the private school teacher. As far as departmental control over middle school education is concerned, it is clear that the Department must have adequate control over the work of private schools. At the same time it is equally essential that there should be provision for liberal grants-in-aid. To secure this, we recommend that the grant-in-aid rules be carefully examined and revised.

In the case of middle schools, in view of the great initial investment required and of the expense involved in introducing the practical and pre-vocational courses, we recommend that if the management is prepared to conform to the departmental rules regarding fee collection, pay of teachers, equipment etc., and remit all collections into the Government Treasury, then Government should make up the deficiency of the teachers' salaries up to 75 per cent, the payment of the teachers' salaries by the management being the first charge on the fee income.

16. In paragraph 9 of this chapter we have stated that the middle school course and the examination at the end of it should be designed to lead not only to direct employment of suitable kinds and to the selection of pupils for admission to high schools,

Departmental control and grant-in-aid.

Post-middle school vocational training.



but also to various forms of lower grade technical training. Details regarding the various kinds of vocational training suitable for pupils diverted from general schooling at this and earlier stages are given in the chapter on 'Technical and Commercial Education.' The Committee however would again emphasise that it regards this stage of education as one of the most important diversion points into a large number of avocations. We are convinced that middle schools should no longer be regarded as mere preludes to high schools, but as the completion of primary education.

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## CHAPTER III.

### HIGH SCHOOL EDUCATION.

1. Hitherto the duration of what is often called the 'secondary' school course, that is, the middle and high school classes, has been seven years, consisting of six forms preceded by a preparatory class. Including the four classes which now constitute primary schools, the total duration of a full school career is eleven years. The Committee considers this to be quite sufficient, and consequently does not recommend any increase in the total duration of the complete school course.

We have recommended that the primary school course should in future be made compulsory and of five years duration. For those who continue their ordinary schooling beyond the primary stage, we have envisaged a middle school course of three years, consisting of Forms 1, 2 and 3, and the removal of the preparatory class which will in effect become the fifth class of the primary course. Without adding to the total duration of the complete school course, the high school classes will consist of Forms 4, 5 and 6, selection to the fourth form being made on the basis of a pupil's middle school career, supplemented by his attainment in the examination to be held at the end of the third form.

2. High Schools in Travancore have hitherto been on one model, giving purely literary or academic education, solely dominated by the requirements of the University. After a wide and careful inspection of high schools in the State, the 1933 committee summed up its findings by saying that "the English High Schools are functioning almost entirely as pre-university classes."

In this connexion the Central Advisory Board of Education observes, "High School education should on no account be considered simply as a preliminary to university education, but as a

stage in itself. In a well-organized system of public education only about one in ten to fifteen of the high school leavers will go on to universities. Consequently, the high schools should attach the utmost importance to preparing the great bulk of their pupils, who will not proceed to universities, for entry into useful and remunerative employment of all kinds immediately on leaving school. It is to be hoped that in the near future with the development of a higher standard of high school education, a school leaving certificate, supplemented where necessary by further training of a technical or commercial type, will come to be regarded as a more normal qualification than a university degree for entry to all but the highest grades both in Government service and business life. A changed outlook of this kind will demand a thorough overhauling of the present organization and curriculum of high schools."

The Committee fully agrees with this view and is anxious that high school education should be overhauled in such a way as to make it the normal finishing stage of education. It must be complete in itself and freed from the domination of university requirements, so that pupils who leave a high school are fit to take their places in life. In some cases a further course of specialized technical or business training will be required, but pupils at this stage should feel that they require no further general education to fit them for the majority of avocations in life.

3. The Committee therefore recommends that the reorganized High Schools should be of two main types

Academic and Technical high schools. (1) Academic High Schools and (2) Technical High Schools. Generally speaking, though without rigid differentiation, the Academic High Schools will impart instruction in Arts and Pure Sciences, while the Technical High Schools will provide training in Applied Sciences and in industrial and technical subjects. The middle school stage will be common, and in both types of high school a reasonable amount of study of cultural subjects will be included. The proportion of schools in the two types will be mainly determined by the character of the locality, and the kind of employment which it offers. Where the population and local conditions admit of more

than one high school, separate Academic and Technical High Schools may be started. In other places the alternative courses may be provided in the same school.

4. This recommendation that there shall be Academic and Technical High schools involves the abolition of the present distinction between English, Malayalam, and Tamil High Schools. Malayalam and Tamil High Schools. The need for an intensive study of Malayalam and Tamil can be met by the provision of compulsory and suitable optional courses in the Academic High schools, whilst English will be a compulsory second language in both types of school.

5. As far as the curriculum of the high schools is concerned, we recommend that a definite policy be adopted of departure from the present rigidity and uniformity, whereby every high school class throughout the State studies exactly the same things. Curriculum. We are of opinion that the reformed high schools should provide a wide choice of subjects suitable for pupils from 13 to 16 years of age. These schools will recruit their pupils from the middle schools, in which we have recommended the introduction in a small measure of subjects with a practical and vocational bias along with subjects of general education and culture, and we are of opinion that, after such a course, it would be detrimental for high schools to continue the present scheme of rigidity and uniformity.

Whilst the details of the curriculum and the syllabuses for each Form will have to be carefully worked out by experts, we recommend that a choice be made, according to local conditions and requirements, from the following :—

#### *A. Academic High Schools.*

1. The mother tongue
2. English
3. Classical languages
4. Modern languages

5. History (Indian and World)
6. Geography (Indian and World)
7. Mathematics
8. Sciences (Physics, Chemistry, Biology, Physiology and Hygiene)
9. Economics
10. Agriculture
11. Civics
12. Art
13. Music
14. Needle-work and Embroidery
15. Domestic Science
16. Physical Training

*B. Technical High Schools.*

The Committee carefully considered the nature of the curriculum which should be prescribed for the new Technical High Schools, and reached the conclusion that this curriculum should not contain an inordinately large number of ordinary academic subjects which would be out of place in a Technical High School. Whilst we recommend that all instruction should be in the mother tongue, and that English of a practical and current kind should be a compulsory subject of study, we are of opinion that there should be no further study of languages as such in Technical High Schools. Consequently we recommend that the study of academic or cultural subjects in Technical High Schools be confined to the following :—

Academic subjects.

- (1) Modern history, current geography, and general knowledge with special reference to social problems and current affairs.
- (2) Practical instruction in the use of the English language.
- (3) Elementary Science, Mathematics and Drawing.

With regard to the technical subjects suitable for Forms 4, 5, and 6 of a Technical High School, we suggest the following, from which a wide choice suitable to local conditions and requirements can be made :—

Carpentry and Furniture making  
Leather work  
Metal work  
Castings  
Plumbing  
Manufacture of fittings  
Electricity  
Electric fittings  
Mechanics  
Sanitary Engineering  
Automobile Engineering  
Printing  
Agriculture  
Dairy Farming  
Textiles  
Art (including drawing and designing for industrial and commercial purposes)  
Painting (including mural painting and house decoration)  
Clay-modelling and plaster casting  
Ivory carving  
Wood carving  
Kuftgari  
Music—instrumental and vocal  
Home Science

6. In recommending the establishment of two types of high school, we are of opinion that these two kinds of school need not be mutually exclusive. It will not always be possible for a pupil to make a final choice of school at the beginning of the fourth form ; so provision should be made for interchange of pupils between the

Interchange.

Academic and Technical High Schools. It is, of course, understood that a pupil making a change from one type of high school to the other may not be fit to enter in the new school the same form in which he studied in his former school. He may be found fit for one form lower in the school to which he changes.

7. At the end of the sixth form there should be a public school leaving certificate examination, designed to test the pupils' general school education and their fitness to enter many avocations in life. There will have to be separate examinations for the two types of high school, but both the school leaving certificate (Academic) and the school leaving certificate (Technical) should be of equal status and confer equal rights and privileges. We would again emphasise that the school leaving certificate examination, both academic and technical, should be regarded as the normal finishing stage of a person's ordinary education, and should be the entrance qualification to the majority of vocations. We therefore envisage that this examination will lead to direct employment of many kinds, with or without a further course of specialized technical or commercial training, but without the necessity of proceeding to a university.

8. To ensure that the school leaving certificate examination both for academic and technical high schools shall be comprehensive and suitable as an entrance qualification to many vocations, we recommend that the School Leaving Certificate Examination shall be conducted by a School Leaving Certificate Board, which shall include representatives of the Education Department, the public services, technical and business interests and the University.

9. The Committee recommends that the mother tongue should be the medium of instruction in high schools, and that English, which has been begun in the first form of the middle schools, should continue to be a compulsory second language.

throughout the high school course. We recommend that the method of teaching English outlined in paragraph 11 of chapter II of this report should continue to be used in high schools, so that by the end of the sixth form all pupils can be expected to have acquired a thorough knowledge of the language and facility in the use of it.

10. The Committee carefully considered the question as to what fees should be levied at the various school stages. We have recommended that primary education should be free, and that a fee of Rs. 12 per annum should be collected from pupils in middle schools. In high schools we are of opinion that a fee of Rs. 48 per annum should be charged. Fees should be collected at the same rate for boys and girls. For any special services that may be rendered by the schools such as the supply of text-books, mid-day meals, medical inspection, etc. separate charges may be imposed. There should be liberal provision for fee concessions for the poor and scholarships for the meritorious.

11. The Committee recommends that the following scales of salaries be prescribed for teachers in government high schools:—

		Rs.
Headmasters	...	225 - 10 - 275 275 - 10 - 325
Trained Graduates	...	50 - 5 - 75 75 - 5 - 125 125 - 10 - 175
Pandits	....	30 - 2 - 50
Drawing Masters	...	30 - 2 - 50
Drill Masters	...	30 - 2 - 50
Drill Mistresses	...	30 - 2 - 50
Sewing Mistresses	...	30 - 2 - 50
Music Mistresses	...	30 - 2 - 50
Arabic Munshies	...	30 - 2 - 50



12. The Committee recommends that trained graduates in private high schools shall be paid not less than Rs. 50. We have already said that we accept the principle that there should be no difference in the salaries and conditions of service of teachers in departmental and private schools. In recognition, however, of the additional financial responsibilities which these new proposals will impose on private managements, we realize that the latter will not be able, at least for the present, to adopt in all cases the scales of salaries prescribed by Government. As far as high schools are concerned, whilst not insisting on uniformity in scales of pay, the Committee considers that salaries paid in private high schools should be equitable and should be subject to the approval of the Director of Public Instruction.

When these scales of salaries have been fixed with the approval of the Director of Public Instruction in each case, we recommend that if the management is prepared to conform to the departmental rules regarding fee collection, equipment etc., and remit all collections into the Government Treasury, then Government should make up the deficiency of the teachers' salaries up to 75 per cent, the payment of the teachers' salaries by the management being the first charge on the fee income.

13. We have recommended that the various stages of education should be complete in themselves, and become normal finishing stages of schooling, leading to direct employment, with or without a further special course of vocational training. This is especially necessary at the high school stage, and to implement this we have recommended two types of high school, both of which should be free from the domination of university requirements, so that pupils who leave a high school with a school leaving certificate will be fit to take their places in life. In some cases, a further course of specialized technical, commercial or professional training will be required, but pupils at this stage should feel that they require no further general education to fit them for the majority of careers.

If this objective is achieved, the possession of a school leaving certificate, either academic or technical, will become the most important 'diversion stage' in the careers of young men and women. We have already dealt with the avenues of employment and facilities for further training which should be available to pupils diverted from general education at the end of the middle school stage or earlier. Although the problem of diversion after the high school stage will be fully dealt with in the chapters on 'Technical and Commercial Education' and 'University Education', it will be convenient to indicate here some of the occupations for which school leaving certificate holders should be fit.

Pupils who finish school at the school leaving certificate stage—and we envisage that these will be the majority—should be fit, not for manual labour and artisan work, but for occupations acceptable to educated persons. They should be eligible for many branches of Government Service, for all clerical posts, as well as for various courses of technical and business training. The details of these courses and facilities for imparting instruction in them are described in the following chapter of this report, but we would here emphasise that the many vocations for which the school leaving certificate, with or without further specialized training, is considered a sufficient educational qualification, should be reserved for candidates at this stage, and students who have been to universities should not be allowed to compete against them. In recruiting for Government Service, the Public Service Commissioner may be instructed to fix *maximum* educational qualifications for entry into different grades of the Public Service, with a view to the prevention of competition by persons who possess higher educational qualifications than the maximum required.

14. In order to continue the special attention which has been given in the past to the teaching of Sanskrit in the State and to improve the standard of this study, the Committee recommends the institution of a separate course of studies of seven years duration after the primary school stage, in which Sanskrit will form the main language, and the standard of attainment in non-language

Sanskrit Schools.

subjects will not be less than that attained by a school leaving candidate from an Academic High School. This course of study may be taught in special Sanskrit Schools, which may be Sanskrit middle schools, or Sanskrit high schools, or both combined.

The total duration of the ordinary middle and high school courses is to be six years, but we recommend that this should be increased by one year in the case of Sanskrit Schools. This extension is recommended in order that greater attention may be devoted to the study of Sanskrit, so that a sufficiently high standard in the language may be attained.

At the end of the fourth year of the course pupils from the Sanskrit Schools may be permitted to appear for the middle school public examination, and proceed to an academic or technical high school after securing the middle school certificate.

The Sanskrit School Leaving Examination shall be the same as the one at the end of the academic high school course with the addition of two special papers in Sanskrit, but candidates shall not be required to sit for the examination in the mother-tongue.

Pupils who pass the Sanskrit School Leaving Examination shall be eligible for admission to the entrance examination of the University in the Faculty of Oriental Studies without any further course ; and they shall be eligible for admission in all other Faculties on the same terms as pupils from other high schools, *i.e.* if they qualify in the University Entrance Examination after a year's additional course. The Sanskrit School Leaving Certificate shall also be a qualification for employment in all branches of the Public Service open to School Leaving Certificate holders.

A sufficient number of scholarships should be earmarked for Sanskrit education ; and the same grant-in-aid provisions as in the case of other schools should be allowed for Sanskrit Schools. The Committee feels that a number of endowments might be made by the Devaswom Department for the promotion of Sanskrit studies for Hindu students generally, and for those who are likely to be

available for service in that department. Government should conduct schools of this type at least in six important centres of the State.

15. Muslims of Travancore and other parts of Kerala have had direct contact with Arabia and have maintained Arabic Schools. a close association with Arabic speaking people of other countries. Arabic, which is the religious language of muslims throughout the world, has therefore been adopted by the muslims in this country not only as the language of worship and religious life, but also as the medium of secular culture. Notwithstanding the special facilities afforded in the ordinary schools for the teaching of Arabic, Makthabs and Madrasahs have flourished and have catered for the educational needs of a considerable section of the muslim community in the past.

With the introduction of compulsory primary education the Makthabs will go out of existence and all children will attend the common type of primary school. While a large number of muslim pupils will proceed to the ordinary middle schools and high schools, it is also necessary to give the muslim population a special type of school which will replace the Madrasahs and give the Arabic language a prominent place, and afford a sufficiently high standard of instruction in other subjects of general importance. Provision should therefore be made for the recognition of Arabic Middle and High Schools as distinct from other schools of the same grade, if approved private agencies are willing to come forward and open these schools.

In these schools the subjects should be the same as in other schools, special weightage being given to the study of Arabic language and literature. The medium of instruction will be the mother tongue.

The Arabic middle school course will be of four years' duration, *i. e.*, one year longer than the ordinary middle school course, so that the emphasis on the study of Arabic does not lower the standard of attainment in other subjects. The pupils will take the common middle school examination at the end of the course with

additional papers in Arabic. Candidates who pass the middle school examination will have the option to proceed to Arabic high schools or to the ordinary Academic or Technical high schools.

The Arabic high school course will be of three years' duration as in the case of other high schools. Arabic will be a compulsory language in addition to English. Islamic History and Culture should be included among the optional subjects. At the end of the course the pupils will be permitted to appear for the Arabic High School Certificate Examination, which will lead to public service as in the case of other high school leaving certificate holders.

Those who pass the Arabic High School Certificate Examination shall be eligible for admission to the Entrance Examination of the University for a course of Islamic Studies without undergoing any further course. Their admission to any other course of study will be conditional upon their qualifying in the University Entrance Examination after a year's additional course.

16. The Committee realizes that many of its recommendations regarding the reform of high school education are fundamental in character, and can only be implemented gradually. Careful local surveys will be necessary in order to decide what type of school is most suitable for every locality, and to determine the courses which can most usefully and profitably be taught. Hence it is not possible to include in this report, as we have been able to do in the case of primary education, an accurate or even approximate estimate of the cost which the implementation of these reforms will involve. As each new departure from tradition is decided upon, it will be necessary to make a separate calculation of the cost which it will entail.

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## CHAPTER IV.

### TECHNICAL AND COMMERCIAL EDUCATION.

1. The Committee has already indicated that it regards the provision of vocational training, both during and after the various school stages, as an urgent necessity. It may not be an exaggeration to say that almost every educational commission which has examined the problem of education in India has pointed out that purely literary and academic education is becoming more and more barren as the years roll on, and that technical and commercial education which will equip young men and women for careers is a pressing need.

The Committee does not desire to overlook or belittle the advantages of cultural education for its own sake, and has no fear that opportunities for this are likely to be lessened. For those who have the means and the leisure, there is probably no better form of training than this. At the same time, we are bound to face facts and to realize that severe economic competition will be an inevitable factor in the post-war world, from which India will not be able to escape. In these circumstances it is the duty of the Committee to try to bridge the gap from 'learning to earning', and to re-construct the educational system in such a way that learning will lead to earning. In other words, the education which we impart must bring the great majority of young people who undergo it to the brink of employment.

2. We have recommended that in the primary stage the curriculum must be thought of in terms of activities to be fostered and interests to be stimulated rather than in terms of pieces of knowledge to be inculcated. Thus, it must consist of a series of "purposeful, spontaneous activities centering round the characteristic interests of the child at this period of its life and arising naturally out of its environment." In the middle schools we have suggested that, in addition to the subjects of general knowledge which should be common to all schools, the course should include the study for about one hour a day of one or more carefully selected crafts with a

Primary and Middle  
Schools.

practical and vocational bias. Thus in both the primary and middle schools\*there will have been implanted an elementary knowledge of and a liking for practical things. Many pupils, therefore, who finish their schooling at the primary or middle school stages will be able to make use of the practical knowledge they have acquired and will be able to enter employment as literate and intelligent manual workers. For many, however, further courses of specialized training will be necessary to produce competent artisans and genuinely skilled workers. In this chapter we shall deal with the various forms of vocational training which are suitable for pupils on completion of the several school stages.

3. We have already recommended that the first grade of technical or vocational training should be available to pupils who finish their ordinary schooling at the end of the middle school stage or earlier, as pupils in the age group 10+ to 13+ will not differ widely in their capacity as far as the acquisition of skill for manual work is concerned. For pupils who finish their general school education at the end of the third form or earlier, and who need further training to equip them for skilled careers, we recommend the establishment of courses of training in a variety of technical subjects. Though these courses will inevitably vary in length, we are of opinion that they should be as short and intensive as possible. The following list of suggested subjects has been given in paragraph 24 of chapter I, but it is for convenience repeated here, together with an indication of the approximate length of the courses :—

Lower grade technical training.

- (a) Gardening, Tailoring, Spinning, Weaving, Coir work, Basket making, Mat making, Shoe making and repairing (1 year each).
- (b) Bookbinding, Commercial lettering and posters (1 year each).
- (c) Brickwork, Masonry, Motor repairs, Leather work (1 year each).
- (d) Carpentry, Tin smithery, Black smithery, Wood-work, Metal work, Clay and Pottery (2 years each).
- (e) Ivory carving (3 years).

- (/) Agriculture (arable farming and animal husbandry), Poultry keeping, Bee keeping, Sericulture and Horticulture (1 year each).

*For girls :* Home craft, Sewing, Embroidery, Screwpine and Lacemaking (1 year each).

It may be noted that these courses do not include any commercial subjects, as the Committee is of opinion that commercial courses can more profitably be begun by pupils after the high school course.

4. The second stage of technical and vocational training which we have recommended consists of the courses to be provided in Technical High Schools, details of which have been given in chapter III of this report. Many of the subjects suggested as suitable for inclusion in the curriculum of a technical high school are the same as those recommended above as suitable for pupils diverted at the end of the middle school stage or earlier. It may be presumed that many of the courses in the technical high schools will, in the main, coincide with those provided in separate institutions for pupils diverted at an earlier stage, though the former, combined with a number of academic subjects, will lead to a Technical School Leaving examination, whereas the latter will lead to vocational qualifications.

The Committee realizes that instruction in some of the technical subjects recommended for inclusion in the curriculum of a technical high school cannot be completed within the three years of the high school course, but we are of opinion that sufficient progress can be made to warrant the grant of a technical school leaving certificate to pupils who finish the course and pass the examination. It is after the high school course that technical and commercial education will become supremely important. If, therefore, the high school is to become the normal finishing stage of general education, the fullest provision for training for careers after that stage must be made.



5. For those who have obtained a technical high school leaving certificate and who finish their general schooling at this stage, it is necessary to provide a higher grade of technical training than that which they have taken in the school. It has already been said that the Committee is of opinion that special commercial training should be reserved till after the high school stage. Commercial training, however, should be available to pupils from both the academic and the technical schools. We thus envisage the establishment of a higher grade of technical training for pupils who have obtained a technical school leaving certificate, and of a thorough scheme of commercial training available for school leaving certificate holders of every kind. To impart these courses, we consider that the establishment of a Polytechnic will be essential. At first a combined technical and commercial Polytechnic will be sufficient, and we recommend its early foundation in Trivandrum. We will now deal separately with these two forms of vocational training, namely.

(i) Higher Grade Technical Training, and (ii) Commercial Training.

6. We recommend that the technical high school leaving certificate should be the entrance qualification for diploma courses and certificates of proficiency in various branches of technology. These diploma and certificate courses may be provided for in the Polytechnic, the former being normally of three years' duration, and the latter of two years' duration. The technological subjects which a Polytechnic should provide in Travancore may be considered by an expert committee later on, when decisions have been taken regarding future industrial developments in the State. It seems, however, that instruction up to diploma standard will be essential in Agriculture, Forestry, Civil, Mechanical and Electrical Engineering, Chemical Engineering, Textile Manufacture, Textile Chemistry, Fisheries Technology, Home Science, and Fine Arts. These diplomas and certificates will lead to employment in superior technical posts in government service and industry.

7. Although we have recommended that commercial training of a specialized nature should be reserved for pupils who have obtained a school leaving certificate, we are at the same time of opinion that, for employment in routine clerical posts, a school leaving certificate is sufficient without further specialized training. By far the largest number of posts must necessarily fall under this grade, and the education required for them need not go beyond the school leaving certificate stage. This is the rule at present, though unfortunately graduates are allowed to compete for these routine clerical posts against school leaving certificate holders. We recommend that in future the possession of a school leaving certificate should be the maximum qualification for admission into all routine clerical posts. It would, of course, be helpful for those who become clerks in commercial firms if Elementary Commercial Geography were taught in the upper forms of high schools. It is for superior clerical posts, as distinct from routine clerical posts that specialized commercial training will be necessary. In the category of superior clerical posts we include head clerks, senior clerks, shorthand typists, book-keepers, store-keepers, time-keepers, cashiers, accountants, office managers, superintendents, correspondence clerks, shipping clerks and salesmen.

The Committee, therefore, recommends that specialized commercial and business training be imparted in the Polytechnic to school leaving certificate holders to qualify them for superior clerical appointments. As many of these courses as possible should lead to recognized professional examinations of all-India recognition, or to diplomas and certificates of proficiency which can achieve such recognition. These courses, training and examinations must definitely succeed in equipping young men and women who have passed the high schools for all superior clerical and commercial posts, both in government service and business, without the necessity of going to a university.

We recommend that in the commercial branch of the Polytechnic, instruction be given in the following subjects, leading as

we have said, as far as possible, to qualifications of all-India recognition :—

Shorthand and typewriting.  
 Elementary Accountancy, including Cost Accounts.  
 Secretarial Practice.  
 Commercial and Industrial Geography.  
 Commercial Mathematics.  
 Commercial English, including letter writing, precis writing and indexing.  
 A modern European language, other than English.  
 Elementary Economics.  
 Statistics.  
 Business Organization and Administration.  
 Insurance.  
 Co-operation.  
 Auditing.  
 Mercantile Law.  
 Banking (leading to the examination of the Institute of Bankers)

8. We have proposed the establishment of a Technical and Commercial Polytechnic in Trivandrum, because it seems natural and inevitable that a beginning in this new venture and departure from tradition should be made in the capital. In course of time, however, we trust that commercial and technical institutions, which may be affiliated to the central Polytechnic will be opened in suitable centres in the State. A thorough survey of local needs and conditions will be essential before the establishment in any place of any grade of technical and commercial institute. For this purpose the help and advice of local industrialists and businessmen may be enlisted, as well as of the departments of Agriculture, Industries, Forests and Fisheries.

In addition to this, the existing industrial schools should be overhauled and made efficient so that they may become effective centres of organized training for pupils diverted from general education at the lower school stages.

The new Technical High schools in places outside the capital may be able to provide for local needs by the introduction of a few higher courses in addition to their regular school courses. It is to be hoped that many private managements will open technical high schools, or convert some of their present institutions into such schools; so whilst we recommend the opening of a Central Polytechnic in Trivandrum and feel that in the beginning it will be necessary for Government to take the initiative in founding technical and commercial institutes of the higher grade, we are of opinion that private agencies should be definitely encouraged to come forward to cater for local needs.

9. The Central Polytechnic may have a model technical high school attached to it, and may make provision not only for full time courses, but also for part time courses in early morning or evening classes. These part-time courses will be of great value to persons already in employment, and it may be expected that in many cases employers will depute carefully selected employees for further full time or part-time training.

It is sincerely to be hoped that this Polytechnic will not be merely a building in which professional and vocational training of various kinds is given to isolated groups of students, but will become a corporate entity binding all its members together in a cultural *esprit de corps* of its own.

10. Whilst the management of commercial and technical training institutes of all grades will be divided between Government and private agencies, we are of opinion that the duties of administrative control and inspection will have to be entrusted to an agency under the direct control of Government, *e. g.* the Director of Public Instruction. In this connexion we recommend the appointment of an Advisory Board of Technical and Commercial Education to advise the Director or other controlling authority on the organization, scope and content of technical and commercial courses. Further proposals regarding the wider functions of this Board will be made in later chapters of this report.\*

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\*Chapter V (18) and Chapter IX (4).

11. These grades of technical and commercial training, though designed to meet the needs of those who finish their general education at various stages, are not to be confined to pupils immediately they leave school. This training may either be pre-employment or post-employment, and facilities should be given to young people already in employment to increase their knowledge and skill, in order to fit them for positions of greater responsibility in their industries and businesses. Therefore, a pupil who has undergone a lower form of technical training should be eligible for a higher form of training in the same or analogous lines without achieving any higher standard of academic education. A high standard of selection, however, must be the criterion of admission at all stages.

12. Thousands of young men in India who have undergone short and intensive courses of training as war technicians will have to be absorbed in civil industry. The skill and ability they possess and the knowledge they have acquired are now being applied exclusively to war production, but will form a sound basis on which skill, ability and knowledge for civil industry can be built. It will be necessary, therefore, to fit them into the grades of technical and commercial training without any further general education. Many of these technicians will find employment in civil life without further training, but there will be some who will aspire to higher grades of instruction. These may be admitted by selection into those technical courses for which their general education and their previous training and experience have made them fit.

13. Teachers of commercial and technical education should, according to their grade, possess one of the following qualifications :—

- (a) a degree in Commerce or Technology of a recognized University.
- (b) a diploma of a recognized University or professional institution.
- (c) a certificate of proficiency in the subject or subjects they teach.

It is, however, most desirable that technical and commercial teachers should have had first-hand experience in industry or commerce in addition to their academic qualifications and professional training.

The training of technical and commercial teachers does not require any separate training college or school as is the case in other branches of education. The training as teachers can be given along with the degree, diploma and certificate courses, one of which at least all teachers in all grades will have to possess.

14. The three grades of technical education and the grade of commercial education dealt with in this chapter are designed for pupils at various stages of their school career, and are not to be regarded as University courses. University courses, which will be dealt with in the next chapter. To complete the survey, however, it may be mentioned here that the Committee contemplates that the University will provide higher commercial and technological courses leading to degrees in these Faculties, and will also establish a Faculty of Agriculture and develop its Faculty of Fine Arts. It may be presumed that diploma and certificate holders who have qualified from the Polytechnic will be eligible for the degree courses, provided that they have also passed the University Entrance Examination leading to these Faculties.

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## CHAPTER V.

### UNIVERSITY EDUCATION.

1. The Committee has recommended that high school education should be overhauled in such a way as to make it the normal finishing stage of education, complete in itself, and freed from the domination of university requirements, so that pupils who leave a high school are fit to take their places in life. To implement this objective, we have recommended the abolition of uniformity and rigidity in high school education, and the establishment of two types of high school, Technical and Academic, both leading to a School Leaving Certificate examination of equal status at the end of the sixth form. This examination, which will complete the high school course, will be of a wide and varied nature offering many alternative subjects and will be designed to lead to direct employment in business and in many branches of government service, especially to ordinary clerical posts. It will also lead to the higher grade technical training and to commercial training described in the previous chapter.

2. As a corollary to the recommendations that the high school curriculum should be designed to be complete in itself and freed from the domination of university requirements, and that the School Leaving examination should be the test of a good general school education and the entrance qualification, with or without a further course of technical or commercial training, to the majority of avocations in life, we recommend that the School Leaving Certificate examination should no longer attempt to serve its present dual purpose of completing a high school career and determining eligibility for admission to a university. We are of opinion that it is only by the complete severance of the School Leaving Certificate examination from university requirements that this examination will have an opportunity of becoming a genuine test for entrance into careers. Hitherto its main purpose of being a genuine school leaving examination and a test of a good all-round school education has been entirely frustrated by its secondary

purpose of gauging eligibility for admission to the Junior Intermediate class. The Committee has no desire to increase the number of examinations a person may be called upon to take—on the contrary we have advocated a drastic reduction in the number of examinations a pupil is required to undergo throughout his whole school career—but we are convinced that the only way of ensuring that the School Leaving Certificate examination will be left to fulfil its rightful function is to sever its connexion with admission to a university. Unless this severance is made, the domination of university requirements over the school leaving examination and consequently over the whole high school curriculum will inevitably continue, in spite of whatever efforts are made to try to prevent it.

We are also of the opinion that this severance will be beneficial to the standards required in university education. Hitherto high school classes have been nothing more than pre-university classes and the School Leaving examination has been a very inadequate test for admission to a university course of study. The result is that the Intermediate classes are of a low standard and unworthy of university rank. Hence, by attempting to make the School Leaving examination serve this dual purpose, both school and university education have been seriously handicapped, the former by its failure to achieve a good general education fitting its pupils for careers in life, and the latter by being compelled to begin with Intermediate classes of a sub-university standard.

3. For these reasons, this Committee recommends that the University should conduct its own Entrance or Matriculation Examination, which should be the only avenue of entrance to the University. Further, in order to avoid the necessity of beginning university education at the present low standard, we recommend that the standard of the Entrance Examination should be equal to that of the present Intermediate.

4. In order to prevent attempts to short-circuit the normal school course, we recommend that the University Entrance Examination should be open to all pupils who have gone through the whole high school course, either Academic or Technical, and

University Entrance  
Examination.

Qualifications for  
University Entrance  
Examination.



examination. It is not intended that the University Entrance Examination should supersede or be a substitute for the School Leaving Certificate examination as the normal qualifying examination for the majority of posts in government service and business. This entrance examination, therefore, will not by itself be a qualification for employment, but exclusively for admission to the University. This will prevent the majority from by-passing the School Leaving examination. Those who do so, will do it at their own risk.

5. The Committee very carefully considered the question as to whether pre-university classes should be established to impart instruction in the subjects of the University Entrance Examination, and whether attendance at these classes should be compulsory or optional. The Committee is of opinion that provision should be made for pre-university classes in which a minimum course of one year's instruction is given in subjects prescribed for the entrance examination of the University. As the standard of this examination in all subjects will be very considerably higher than that of the School Leaving examination, pupils will not ordinarily be able to prepare for the University without proper tuition and guidance. Further, as the mother tongue will be the medium of instruction in high schools with English as a compulsory second language, and as it will be necessary to continue the use of English as the medium of instruction in the University, instruction in the pre-university classes will have to be in English. In perfecting their command of English and to reach the standard required for university entrance in other subjects, pupils will feel the need for organized teaching and the insufficiency of private study. The Committee therefore recommends that, for the present at least, attendance for one year in pre-university classes should be compulsory.

6. Whilst the University will prescribe the syllabus, courses of study, qualifications of teachers and details of the entrance examination, it is not necessary that the University should conduct or control the pre-university classes. In fact, it may be undesirable for the University to do so, as it is not directly

concerned with students until they have entered the University as under-graduates. The Committee envisages that whilst the academic control of these classes will be the concern of the University in the direction of prescribing the syllabuses and courses of study and conducting the examination, the administrative control will vest in the Education Department. We do not recommend that these pre-university classes should be 'attached' to high schools, as experience elsewhere has shown that such classes become merely a seventh form, into which the lower classes are designed to lead. This would have the gradual effect of restoring the domination of high schools by university requirements which we are anxious to avoid.

Wherever, therefore, pre-university classes are opened, we recommend that they should be separate entities under the administrative control of the Education Department, and that institutions which are established on these lines to prepare candidates for the University Entrance Examination should be called 'Pre-university Schools'. They should have their own teachers, premises, playing fields and hostels. We contemplate that both Government and some of the private managements which are already in the field of education will desire to establish Pre-university Schools for the benefit of those pupils from their high schools whose records indicate an aptitude for a university course. It may be that some of the second grade colleges may desire to convert themselves into Pre-university Schools preparing candidates for the University Entrance Examination.

Pre-university Schools should only be established in well-equipped centres approved by the University, and we recommend that this approval should only be given to institutions which are equipped to offer instruction in a sufficient number of subjects so as to lead to entrance into at least two Faculties of the University.

7. The Committee recommends that there should be no uniformity or rigidity in the University Entrance Examination. Apart from the necessity of ensuring that students seeking admission to the University possess a thorough practical know-

Nature of University  
Entrance Examination.

ledge of the English language and its usage, there is no necessity for any other compulsory subjects.

For the compulsory test in English there should be no prescribed books, as this should be designed to test the candidates' ability to use the language, and not their knowledge [of selected pieces of English prose and poetry. This test may consist of two papers ; the first of which may contain questions on *precis*, *idiom*, *letter-writing*, etc. This paper may be similar to those commonly set in competitive examinations for Public Services. The second paper, designed to test the candidates' ability to express themselves in correct English, may be on 'general knowledge' and 'current affairs'.

In addition to this test in English, the Committee recommends the prescription of a large number of subjects, including subjects specially suitable for women, from which a candidate may choose a minimum of three. These subjects should be grouped in such a way that they naturally lead to entrance into a Faculty in the University. Thus, by offering English and three Arts subjects a candidate will qualify for entrance into the Faculty of Arts ; by offering English and three Science subjects he will qualify for entrance into the Faculty of Science, and so on. But it should be permissible for a candidate to offer more than three optional subjects if he desires to do so, and thus qualify for entrance into more than one Faculty. For instance, a candidate offering both Arts and Science subjects would be able to seek admission either into the Faculty of Arts or the Faculty of Science. Similarly, a candidate offering both pure and applied Science subjects would be able to seek admission into the Faculty of Science or the Faculty of Engineering or the Faculty of Technology.

This recommendation pre-supposes a new orientation with regard to university studies. Hitherto we have thought in terms of Colleges, into which a candidate seeks admission in order to undergo a set and rigid course, consisting mainly of compulsory subjects with a few optional subjects added on. The present Intermediate and Arts and Science degree courses, with their compulsory English in Part I and their compulsory language in Part II,

which occupy half the courses, ignore almost entirely a student's personal aptitude and ability, and give him practically no choice to offer the subjects which he likes and in which, being personally interested, he is likely to develop proficiency. The Committee's recommendations envisage a University as consisting of a number of Faculties, into one or more of which a candidate, by virtue of the choice of subjects he makes at the entrance examination, qualifies for admission,

We recommend that the Deans of Faculties be invited to draw up lists of subjects leading to the various Faculties—Arts, Science, Law, Engineering, Oriental Studies, Fine Arts, Agriculture, Commerce and Technology. Some subjects will lead to more than one Faculty, and will therefore find a place in more than one list. A candidate for the University Entrance Examination will thus be required to take the two English papers and a minimum of three other subjects, though he may offer more than three subjects if he chooses to do so. Papers in the Entrance Examination should be answered in English. A candidate will be declared to have passed the examination if he obtains proficiency in English and at least three other subjects grouped according to Faculties; the Faculty or Faculties to which he is eligible for admission being determined by the nature of the subjects in which he has passed. The whole examination must be passed at the same time, and no candidate should be permitted to take the University Entrance Examination more than three times.

8. The Committee recommends that the minimum age for admission to a University should be 17.

Minimum age for  
admission to University.

9. The Committee recommends that the course for the first, or Bachelor's degree in the Faculties of Arts and Science should be of three years duration. In this course there should be no compulsory subjects to be taken by all; a candidate should be allowed to offer for his Bachelor's degree four

University Courses—  
Faculties of Arts and  
Science—Bachelor's  
Degree.

subjects from amongst those prescribed by the Faculty, two being major units and two being minor units. The two major units should be studied for three years and examined at the end of the course, but provision may be made for the minor units being examined at the end of the first or second year of the degree course.

The Deans of the Faculties of Arts and Science may be invited to draw up comprehensive lists of subjects to be included within the scope of the two Faculties and which may be offered to the main or subsidiary standard, or to both these standards, for the Bachelor's degree. These lists should include subjects which are specially suitable for women students.

10. These recommendations involve the abolition of the present distinction between the Pass and Honours Bachelor's degree. Candidates who pass the Master's Degree. University Entrance Examination will be eligible for admission to a three years degree course in the Faculty or Faculties for which they have qualified, and a Bachelor's degree will be awarded on the completion of this course and its prescribed examinations. The Committee recommends that what are commonly known as "Honours degrees" should be post-graduate degrees. A candidate who has taken his Bachelor's degree in the Faculty of Arts or Science may, if he desires to specialize, continue his studies in one of his major subjects up to what may be called an Honours standard and qualify for the Master's degree in his Faculty. This post-graduate course leading to the Master's degree should be of two years' duration, and should be undertaken in an institution approved for the purpose by the University. The Committee is of opinion that it will be necessary to concentrate the courses for the Master's degree in Arts and Science in Trivandrum. Provision may also be made for taking the Master's degree by research.

11. The Committee presumes that the University will continue to provide facilities for advanced study and research, on the results of which candidates holding a Master's degree may supplicate for admission to a Doctor's degree.

Degrees of Ph. D.,  
D. Litt., and D Sc.,

12. The University Entrance or Matriculation examination should be designed to lead direct, not only into the Faculties of Arts and Science, but also into all the other Faculties, except Education. The question of the special position of the Faculty of Education is dealt with in paragraph 18 of this chapter.

13. In the last paragraph of the previous chapter the Committee contemplated that, above the technological and commercial courses to be provided in a Polytechnic for pupils who have gained a school leaving certificate, the University will provide still higher technological and commercial courses leading to degrees in the Faculties of Technology and Commerce. We recommend that the course for the first degree in these Faculties should be of three years duration after matriculation.

To advise the University on the organization, scope and content of degree courses in the Faculties of Technology and Commerce, we recommend that the expert Advisory Board referred to in paragraph 10 of the previous chapter be so constituted as to be in a position to advise the University also in all matters relating to courses of study and examinations in the Faculties of Technology and Commerce.

We thus envisage the establishment of an Advisory Board of Technical and Commercial Education, which will function through sub-committees in relation to the various grades of technical and commercial education.\*

14. The University of Travancore possesses a combined Faculty of Oriental Studies and Fine Arts. We recommend that these should be two separate Faculties. In view of the importance of agriculture in the State, a Faculty of Agriculture should be established in the University as soon as possible. In our opinion the course for the first or Bachelor's degree in the Faculties of

Oriental Studies, Fine Arts and Agriculture should be of three years duration after matriculation. The present provision for the award of Titles in Oriental Learning should continue.

15. There are some Faculties in which three years will not suffice for preparation for a first degree, as for instance, Engineering, Law and Medicine. In the Faculty of Engineering the Committee recommends that the course for the Bachelor's degree should be four years after matriculation, together with such practical experience as the University may prescribe.

16. We recommend that in the Faculty of Law the course for the Bachelor's degree should be four years after matriculation. At present candidates are required to have graduated in another Faculty before they can enter upon a course of study in preparation for the Bachelor of Laws degree. The reason for this is that a lawyer must be a man of wide general culture, and must have a perfect command of the usage and intricacies of the English language, as English is the language of the Law Courts throughout India. Whilst agreeing that these accomplishments are essential, the Committee is of opinion that the acquisition of a degree in another Faculty is not necessarily the best way of attaining them. If the course for the Bachelor of Laws degree is sufficiently long, the acquisition of these accomplishments can be equally well, and perhaps better, provided for in the Faculty of Law. The Committee therefore recommends that the course for the Bachelor's degree in Law should be of four years duration after matriculation. The first two years of this course should include a thorough study of those subjects which are regarded as essential for every lawyer, namely the English language, Indian, English and Colonial History, Constitutional History, the History of Legal Institutions etc. The last two years may be devoted to the particular study of the Law. Facilities should be provided for a candidate to be examined in what may be called the collateral subjects at the end of the second year, so that the last two years may be freely devoted to professional study.

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\* See Chapter IX (4).



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The Committee is of opinion that this recommendation is an improvement upon the present rules, by which it is possible for a man who has taken not only a B. A. degree in subjects which may have no connexion with the requirements of the legal profession, but even a B. Sc. or B. Com. degree in which the specific cultural subjects essential for a Lawyer find no place, to join a Law College and in two years to qualify for a degree in Law. In the present two years post-graduate law course, it is impossible adequately to make up these deficiencies and to acquire at the same time a deep and thorough knowledge of Law.

The present rule by which the degree of Master of Laws is obtained by examination and thesis adequately safeguards the high standard of this degree and should be continued.

17. When a Faculty of Medicine has been established in the University, its courses of study will of necessity have to conform to the requirements of the Indian Medical Council, in order that the University's degrees in Medicine and Surgery may be recognized throughout India.

18. In view of the number of untrained teachers who must undergo training as quickly as possible, and in order to provide training for the large number of new teachers whose services will be required if the general recommendations of this Committee are implemented, we are of opinion that it is essential to retain the L. T. degree course as a post-graduate training course of one year. It will not be possible for such a short course of training as that for the L. T. to be adequate or productive of the desired result unless it remains a post-graduate course. In the L. T. course, emphasis is laid on method, which cannot be efficiently mastered unless sufficient grounding has been secured in subject-matter, and this is only possible if a degree standard in the subjects chosen for the L. T. has been achieved by the candidates.

19. In addition to retaining the L. T. course, steps should be taken to develop a proper Faculty of Education providing facilities for the degrees of Bachelor and Master in the Faculty. The Committee is of opinion that all degrees in the Faculty of Education should be post-graduate degrees, as it is essential for candidates to possess a thorough knowledge of the subjects in which they have specialized before they are called upon to study educational theory and the specific methods of teaching applicable to those subjects. We therefore recommend that the course for the degree of Bachelor of Education should be a post-graduate one of two years' duration. Facilities may be provided for Bachelors of Education to take the degree of Master of Education by research or alternatively, by research coupled with a higher examination.

20. The Committee's recommendations for the establishment of a University Entrance Examination and for the re-organization of university courses of study are based on the view that the University should be regarded as consisting of Faculties rather than of separate colleges. The present system of maintaining a number of separate colleges in which the same work is duplicated is wasteful. Instead of this, appropriate buildings and laboratories should be placed at the disposal of the various Faculties, and students enrolled in a Faculty will go for their lectures to the place or places where the instruction they require is imparted. Students preparing for different degrees may attend common lectures in subjects which may be common to more than one Faculty. For instance, candidates preparing for a degree in Engineering and who require instruction in Physics may attend lectures and use the same laboratories as the students studying Physics for a degree in the Faculty of Science. It will not be necessary to repeat the same courses in two or three different places. In other words, students will be regarded as undergraduates of a University, rather than as members of an individual college, confined to work within a single building. Whilst it may not be possible or desirable to abolish colleges, it may not be necessary to maintain as a matter

Organization of  
University on a  
Faculty basis.

of course separate colleges for Arts, Science, Law, Engineering, etc., each with its separate Principal and a clerical staff in the office duplicating the same work. A careful examination of the University's buildings in Trivandrum should be made, and their assignment to the various Faculties decided upon.

21. These recommendations for the re-organization of the University on the basis of Faculties instead of separate colleges will have the effect of converting the University of Travancore into a unitary university as far as its work in Trivandrum is concerned. For the full realization of the purposes for which this University was founded, the ideal thing, had there been no mofussil Colleges, might have been the establishment of a unitary university confined to the capital. It has to be remembered that one of the main purposes for the foundation of a separate University in Travancore was that it should possess unique features of its own and not be a mere replica of other affiliating universities in India.

The Committee realizes, however, that the Act of 1113 establishing and incorporating a University in Travancore extended the privileges of the University to four colleges situated in other towns in the State, which are permitted by the Statutes to prepare and present students for the examinations of the University of Travancore in the subjects of study for which they were affiliated to the University of Madras during the academic year 1937-38. The Committee recommends that these institutions may be allowed to continue and to impart instruction to undergraduates of the University of Travancore provided that they make provision for instruction in the subjects of at least two Faculties.

With regard to the foundation of new institutions in various towns of the State, the Committee is of opinion that this may be allowed and encouraged provided the requirements of some of the Faculties demand it. It may be, for instance, that Trivandrum is not the most suitable place for imparting instruction in the Faculty of Agriculture or in the Faculty of Commerce. If this is so, institutions imparting instruction in such Faculties may be founded

elsewhere. These institutions may either be founded and maintained by the University or by private agencies; but the Committee recommends that all new institutions should provide from their foundation a full scheme of instruction leading to a university degree.

We further strongly recommend that the University should forbid the unnecessary overlapping and duplication of courses of study, and other undesirable forms of competition in mofussil colleges admitted, or to be admitted in future, to the privileges of the University. A fair and equitable dispersion of courses of study among the mofussil colleges of the State should be aimed at and insisted upon. This will prevent mofussil institutions from becoming mere replicas of one another. Further, each college which is admitted to the privileges of the University should be encouraged to develop an individuality of its own—its own particular *ethos*—and to make its own distinctive and unique contribution to the corporate life and work of the University.

22. Halls of Residence should be plentifully provided both by the University and recognized agencies. Whilst  
 Residence. residence in a hostel should be encouraged, the Committee is of opinion that it cannot be universally insisted upon. At the same time, students whose houses are not in the town in which they are studying should be required to live in Halls of Residence managed by the university authorities or by recognized organizations. The present system whereby many students find 'private lodgings' in unhygienic and undesirable surroundings should be stopped. It is also recommended that only hostels which are conducted by reputable agencies and organizations should be recognized by the University, and that the practice of recognizing as a 'hostel' or 'approved lodging' any house in which a few students happen to find accommodation should cease.

23. With the re-organization of the University on the basis of Faculties, the Committee is of opinion that  
 Tutorial work. genuine tutorial work will be possible for the first time. No tutorial system worth the name is possible in colleges where masses of students are herded together

and made to study compulsory subjects, the only way of teaching which is by means of formal stereotyped lectures. Individual help is impossible in huge classes and institutions. A tutor to be of any value must be a specialist in the subject or subjects of a student's choice, and the number of students committed to his charge must be limited, so as to make individual help possible. Hostels and Halls of Residence will provide one of the best opportunities for genuine tutorial work, and we recommend that it should be a condition of recognition that all Hostels and Halls of Residence should have an adequate number of resident tutors on their staff.

24. In making these recommendations for the reform of university education, the Committee has deliberately departed from the path of conservatism, and has formulated a plan which will involve a new orientation in university education. This new orientation, however, is a natural sequel to the Committee's recommendations for primary, middle and high school reform, and the establishment of facilities for technical and other forms of training suitable at every educational stage.

A scheme of teaching of this kind in the school, together with the provision of specific technical and commercial training, planned to equip boys and girls at various ages for definite careers in life, will of necessity and by design divert hundreds of students from the University, which will then be left free to find its own proper level. At present hundreds of students are wasting in the universities valuable years which they should be devoting to learning the work from which they are going to earn their livelihood, and to serving their apprenticeship in these careers. Universities are not places of general education, but are specially designed for those whose abilities and attainments definitely qualify them to undergo the highest courses of instruction. If the majority of school pupils are diverted from the University into avocations for which they are fitted and have been trained, the higher courses of the University can be reserved for those who propose to enter the few professions for which a university degree is essential. Confined to

suitable candidates of this kind, the University will be able to dispense with the mass teaching of subjects of a general educational value and compulsory for all its students, and will be able to allow every undergraduate to devote his full time to the study of the subjects of his own choice, and for which he has a liking and an aptitude. In the majority of universities in India at the present time, with so many unsuitable candidates attending their courses, it is inevitable that the adaptability of students' minds for certain subjects is largely ignored, and all undergraduates, whatever their personal equipment, distinctive gifts and abilities, spend the greater part of their time studying the same subjects compulsory for all, instead of the subjects of their choice and fitness. It is only the few honours students who at present have an opportunity of making themselves proficient in their own particular line. If the universities can be relieved of the task of mass education, they will be free to fulfil their rightful function.

The University of Travancore was established and incorporated by an Act of His Highness the Maharaja in order to fulfil specific functions, and to achieve definite aims and objects in close connexion with the educational and industrial needs of the State, which were impossible of achievement whilst the colleges in Travancore remained affiliated to the University of Madras. It was the definite intention of its founders that Travancore University should possess new features, and should not develop into a replica of other universities. In formulating its recommendations for the reform of university education in Travancore, the Committee has endeavoured to keep these objects in view, and to put forward proposals which will enable the University to achieve them. If the Committee's recommendations are implemented, the University of Travancore will find itself a pioneer in many long-needed reforms, and in setting an example of a new orientation in university education in India, which, judging from the criticisms which for many years have been levelled against the prevalent system of university education throughout the country, is urgently needed.

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of all communities, communal claims should be duly considered in the selection of candidates, but they should not be used as an excuse for the appointment of untrained teachers.

7. (a) *Courses.* Adequate provision should be made in the L. T. course for child education. Training in the methods of teaching the mother tongue will be required by the teachers of the training schools as well as by the teachers of the new middle and high schools, and for this purpose the mother-tongue should be included among the optional subjects for the L. T. degree.

The content of the L. T. course does not require any further alteration, except that the practical courses, instead of being concentrated in a few weeks, should be evenly distributed throughout the year.

Courses for higher degrees in Education should be started in the Training College in association with an Institute of Experimental Psychology conducted by the University.

(b) *Duration of the courses.* The duration of the L. T. course may continue to be one year. Higher courses in Education, when instituted, will require a longer period. We have already recommended in the previous chapter that the course for the degree of Bachelor of Education should be a post-graduate one of two years duration, and that facilities should be provided for Bachelors of Education to take the degree of Master of Education by research or, alternatively, by research coupled with a higher examination.

8. The minimum qualification of teachers of the Training College should be a 1st or 2nd class Honours or Master's degree with a 1st or 2nd class L. T. and 10 years' teaching experience. The Committee is of opinion that it is desirable to have some women lecturers in Training Colleges.

As the students are themselves teachers, it is essential that there should be a marked difference in grade and status between them and their lecturers, and therefore all the lecturers should be of one grade only, viz., the present Senior Lecturer's grade.



9. Candidates for admission to the Training Colleges should not ordinarily be above 35 and below 20 years of age. Selection should be made by the Principal after personal interview.

10. This Committee fully agrees with the recommendation of the Education Reforms Committee of 1933 that there should be close contact between the Training College and the schools in the State, and that "it should be part of the duties of the College and its staff to assist the teaching profession in the State generally by the issue of bulletins and pamphlets on educational matters, by the delivering of special series of lectures, by the holding of vacation classes and by the conduct of 'refresher' courses for teachers." The Training College may also organize a Central Association of Teachers, correlating the work of the various local teachers' associations.

11. Owing to the proposed increase in the number of Training Schools from 40 to 130, it will not be possible for the Principal and staff of the Training College to undertake their inspection. A separate Inspector of Training Schools, who may work under the Director of Public Instruction, should therefore be appointed.

12. The Committee is of opinion that, in addition to training students for their work as teachers, the Training College should also train them for the work of inspection. Teachers in high schools and Inspectors of Schools are required to possess the same qualifications, namely a university degree in one of the Faculties as well as the L. T. degree, and Inspectors are usually chosen from the teaching staffs of schools. It sometimes happens, however, that a good teacher makes a poor inspector simply because he has had no training or previous experience of this kind of work.

To improve the quality of the teaching, adequate inspection is necessary, and to maintain the morale of the teacher encouragement and friendly guidance are desirable. There is sometimes a lack of sympathy between the teacher and the inspector because they do not understand and appreciate each other's difficulties. It is true

that at present inspectors have little time for an adequate and sympathetic inspection of the teaching in schools, as the greater part of their time is occupied with administrative inspection. We shall advert to this matter in chapter IX and suggest means to remedy it. Meanwhile however, we suggest that school-teaching and school-inspection are both parts of the same profession, and that students in the Training College should receive instruction and practice in both these parts of their professional duties.

If this were done, it would be possible for experience in teaching and inspecting to alternate during, say, the first ten years of a teacher's service. We recommend this suggestion to the earnest consideration of the Education Department, for in this way a young man or woman would have an opportunity of becoming both a good teacher and a good inspector, and this would be a most helpful asset in the reformed scheme of education.

13. (a) *Duration of the course.* It is desirable to have a two years' course of training for non-graduate teachers, but as the qualification for admission has been recently raised, and in view of the greatly increased number of teachers that will be required for the expansion of primary education, the duration of one year now in force may continue for the present. Steps should, however, be taken to extend the course to two years as soon as it becomes practicable.

(b) *Content of the course—syllabus—examination—staff.* The Committee examined and approved the scheme for the reorganization of Training Schools prepared by the Training School Reorganization Committee, and recommends that the revised scheme should be given a longer trial before any further change is contemplated.

(c) *Selection of candidates.* Candidates for admission to Training Schools should not ordinarily be above 35 and below 18 years of age. The selection should always be made after interview by the selecting authority.

(d) *Financial aid.* Adequate provision should be made for free places and scholarships, and subsistence allowance may be given in addition in necessitous cases.

14. A well organized scheme of refresher courses is an important and urgent need. Good training schools should be chosen as centres for refresher courses.

Refresher courses. A panel of lecturers should be formed, a planned programme of lectures for each school year should be prepared, centres should be chosen by rotation and the courses should be carried out in co-operation with the Teachers' Association in the respective centres. The aim must be to conduct refresher courses in all subjects in all centres by continuing them from year to year. The scheme must be organized and financed by the Department of Education.

15. In paragraph 22 of chapter I of this report, the Committee has recommended the opening of Nursery

Nursery School Teachers. Schools both in urban and rural areas. With regard to the training of nursery school teachers we have pointed out that experience shows that training schools for nursery school teachers function best when attached to model nursery schools. We, therefore, recommend that a beginning be made by the establishment of a nursery school training centre attached to a model nursery school in Trivandrum. In addition to the training in this way of specialist nursery school teachers, all women students under training for primary and secondary teaching would profit by a course in a nursery teachers' training school.

16. Hostels should be provided wherever necessary and students, especially pre-service candidates, should be com-

Hostels. pelled to live in hostels unless their homes are situated within a convenient distance of the schools, and they can easily take part in physical culture and all extra-mural activities.

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## CHAPTER VII.

### ADULT EDUCATION.

1. The Committee reviewed some of the experiments that are being made in various parts of India and elsewhere to tackle the problem of Adult Education. In many countries adult education work consists of extension lectures and continuation courses for the benefit of people who are already literate. The object of such courses is to keep educated persons in touch with modern knowledge, and to give them facilities for improving their own skill, ability and usefulness. In India, however, the main problem is an entirely different one, for such a large proportion of adults being illiterate, extension work and continuation courses will not suffice until the adult population has been made literate.

There is evidently a cleavage of opinion amongst educationists, social workers and Governments as to the attitude that should be adopted towards adult education. Some are of opinion that this form of education should be tackled as a separate branch of the Education Department and that a drive should be made to eliminate adult illiteracy. Others, however, are of the opinion that the best way of eradicating illiteracy is to concentrate on compulsory primary education, as a result of which it may be expected that illiteracy will be eliminated in two generations. Another diversity of opinion is to be found in regard to the agency which should attack the problem of adult education. Some are of opinion that it should be officially sponsored by Government, whilst others prefer to leave adult education to private agencies.

2. The Committee has recommended the introduction in Travancore of compulsory primary education of five years' duration. It seems to be generally agreed that five years is the minimum period of primary education required to ensure the acquisition of literacy and to insure, as far as possible, against a lapse into illiteracy. If this recommendation is implemented, the problem of adult education in Travancore will resolve itself into two requirements :—

(a) the provision of continuation courses, or 'follow-up courses' as they are often called, for the benefit of those who have undergone the five years' primary course and who have become literate, but are not proceeding to a higher stage of education ;

and (b) the spread of literacy among adult illiterates, to be followed by extension lectures and continuation courses.

The Committee, whilst realizing that the only permanent solution of the problem of illiteracy is universal compulsory education and that no scheme of adult education will succeed in eliminating illiteracy unless compulsory primary education is concomitantly introduced, is of opinion that, in the specially favourable conditions prevailing in Travancore, both the above requirements of adult education can be provided for.

The percentage of literacy in Travancore is 47·8 of the total population, which is very high compared with that in other parts of India. The introduction of compulsory primary education for five years will lead to further and rapid improvement. Therefore the problem of spreading literacy amongst adult illiterates appears to be easier in Travancore than elsewhere. The Committee, therefore, as has already been stated, has decided to formulate proposals both for continuation courses for those who have passed through the primary schools but go no further, as well as for the gradual elimination of illiteracy amongst adults.

3. There is very little difference of opinion regarding the age-range of persons that can be brought under any scheme of continuation courses or adult instruction, and the Committee considers that the age-range 10 to 40, recommended by the Central Advisory Board, may be adopted.

The number of illiterates in Travancore within this age group is 12,81,000. It may be expected that about 35 per cent of this number will pass out of this age group before it will be possible to bring them under any scheme. Therefore the actual problem is to make 8,32,000 persons literate, and side by side with this, to carry on continuation courses for those who have been made literate.

4. If compulsory primary education of five years' duration is introduced in Travancore, the Committee does not consider that it is necessary that Government should undertake direct responsibility for the conduct of adult education. We consider that, generally speaking, the best work in the sphere of adult education has hitherto been achieved by voluntary, philanthropic, and social service organizations. Public spirited persons and organizations are plentiful, and their efforts and co-operation should be encouraged. Their work in the sphere of adult education is, in our opinion, likely to be more effective and acceptable than officially piloted schemes. Even if the State should assume the primary responsibility for tackling the problem of adult illiteracy, voluntary effort will probably provide the best agencies for carrying out the campaign. Government should, however, encourage and support such agencies by liberal grants-in-aid.

5. Among the voluntary agencies which may be encouraged to undertake both follow-up courses for literate boys and girls, and also courses of instruction for illiterates, the following may be included :—

1. Big employers of labour.
2. Big commercial firms.
3. Trade Associations.
4. Landlords.
5. Religious bodies and organizations.
6. Organizations for the uplift of backward communities.
7. Social service organizations.
8. Students of Colleges.
9. Regular Day Schools.
10. Rural Development Centres.
11. Factories.
12. Workshops.
13. Municipal Centres.
14. Health Centres.

We would emphasise the necessity of interesting in this project employers of labour on estates, and commercial firms, as with their facilities for organization they could make themselves responsible for tackling the problem amongst their own employees and their dependants.

6. It is often assumed that Adult Education consists merely in teaching the three R's to adult illiterates. In the opinion of the Committee, this erroneous assumption has been the cause of the failure of many laudable efforts to educate adults. It has to be remembered that the mentality of an adult, even though he be illiterate, is very different from that of a child. It is a natural thing to teach a child the three R's from the beginning, and in doing so, to use very childish illustrations like stories about cats, dogs, crows etc. But an adult can already talk freely about his own affairs and his own interests, and he quickly becomes bored when attempts are made to teach him in a childish manner. Indeed, the average uneducated adult usually finds the three R's very irksome, and soon comes to the conclusion that he can get on very well without them. Even therefore, if the three R's are regarded as essential, they must be embedded in instruction of a more interesting and practical kind. We are of opinion that adult education should be mostly of a practical nature and we think that owing to their variety of interests, voluntary agencies will be able to devise more varying schemes and to provide a greater variety of practical instruction than any official agencies. To be practical, adult education must be closely related to the people's daily work and interests.

In the case of those who have passed the primary school and have been made literate, the continuation courses will have to be almost entirely of a practical kind.

It is not to be expected that young people and adults will easily mix in adult or continuation courses, and it will therefore be necessary to provide separate classes for persons up to the age of, say, 16 or 17, and for adults from this age to 40. In both these categories it will probably be found necessary to provide separate instruction for men and women.

7. It is not possible to prescribe any uniform method of instruction, or to prepare standardised text-books for adult education. The lessons should centre round the lives, habits, customs and occupations of the pupils, and must be planned to suit people of various ages, of both sexes, and of different localities. A great deal of work in the preparation of books and charts has already been done by several voluntary agencies and these may be used as a guide to future requirements.

8. We have recommended that the actual work of adult education should be left to voluntary agencies, and we have enumerated some of the agencies whose help may be enlisted and encouraged. We have made this recommendation because firstly, the percentage of literacy in Travancore being already high, we do not consider an officially sponsored scheme to be necessary. Secondly, if Government accept the Committee's recommendation to make a five years' primary course compulsory for all, the biggest problem in the eradication of illiteracy will have been tackled. Thirdly, we consider that voluntary and philanthropic agencies with their knowledge of local conditions and with freedom to choose the places in which they will work, are more likely to be able to do the variety of work required and to enlist popular response and enthusiasm than an official scheme, which is likely to become too uniform and rigid.

9. At the same time, if adult education is to be methodical and to avoid desultoriness, we consider that some form of central control will be essential. We recommend the establishment of a Central Bureau of Adult Education, consisting of representatives of the University, the Education Department, the agencies engaged in Adult Education, and important trade and industrial interests. The Director of Public Instruction may be the President of the Bureau, the functions of which shall include :—

(a) to advise, direct, correlate and supervise the work of the voluntary agencies engaged in adult education ;



(b) to prepare a series of graded readers, leading up to the use of about 1,000 common words ;

(c) to prepare charts, lantern slides and gramophone records. (There need be no uniformity in equipment: the Bureau should prepare and supply equipment suitable for local needs) ;

(d) to arrange for extra lectures, cinemas, radio talks, folk dances etc ;

(e) to arrange for the training of teachers and workers and to conduct refresher courses and demonstration classes ;

(f) to conduct suitable tests and inspections, issue certificates, and recommend grants-in-aid ;

(g) to carry on propaganda.

10. The Committee recommends that the financial aid to the agencies engaged in adult education work should take the form of a basic grant for each recognized class or school, and a per capita grant for every adult made literate and for every pupil who passes a prescribed test. It should be one of the functions of the Central Bureau of Adult Education to conduct inspections and suitable tests both for the adults under instruction and for the children in the post-primary continuation classes. The results of these tests may be the guiding factor in assessing the per capita grants and in deciding the continuance of the basic grant, both of which should be regular and continuous in the cases of agencies doing good work.

11. The Committee is of opinion that in providing for adult education there is no necessity for any new accommodation or separate buildings for adult classes. It might have a good influence in the various localities if the existing school buildings could normally become the centres of adult education. In addition to schools, many other places will be found appropriate. Suitable accommodation can be found in factories, workshops, dispensaries, libraries, parish rooms, buildings belonging to the Y. M. C. A., and the Y. W. C. A., Scouts and other similar organizations, municipal centres, health

centres, rural uplift centres etc. As in the case of the teaching to be given, so also in the case of accommodation, no uniformity is required.

12. The problem of finding suitable teachers for this kind of work is a difficult one. There are three main sources from which teachers for adult education can be chosen :—

- (i) Professional teachers engaged in day schools ;
- (ii) Non-professional teachers who have received special training for adult work ;
- (iii) Volunteers.

A number of professional teachers may be willing to undertake this work, but they will have to be carefully chosen and trained. Adult education demands a special technique, and success with children does not imply success with adults, especially if the latter are to be given essentially practical education. Teachers of adults must be versatile, and must be capable of making use of visual and mechanical aids like pictures, illustrative objects, lantern slides, cinema, drama, dancing, gramophone and radio. Non-professional teachers and volunteers will require similar versatility, for which a course of special training will be necessary.

There already exist several voluntary agencies which have undertaken adult education and the training of teachers for the purpose. In the beginning it is expected that many of these agencies will be able to provide both a nucleus of trained teachers, and facilities for the training of others. The Committee recommends that these agencies should be encouraged and financially aided in the task of providing and training teachers for adult education, and that one of the important functions of the Central Bureau of Adult Education should be making arrangements for and supervising the training of teachers and workers.

The Committee further recommends that periodical refresher courses be provided for teachers and workers. These courses may consist of demonstration classes and model lessons, and they should also afford opportunities for interchange of experiences and mutual guidance.

13. In all forms and grades of education a library is of the utmost importance. It is therefore hardly necessary to emphasise that there should be a suitable library in every adult education centre. The contents of these libraries should, of course, be chosen to meet the needs of the particular types of people attending the various centres. No uniformity can be prescribed as local conditions will determine the pupils' interests. In addition to these libraries in adult education centres, the existing rural libraries will supply the further demands of those who have achieved literacy.

With the spread of compulsory primary education, there will be a few simple books in every home, and it will be natural for parents to take an interest in what their children are studying.

14. In their proposals regarding adult education for the whole of India, the Central Advisory Board of Education recommends that plans should be made to solve the literacy problem by a campaign spread over 20 years. Before this campaign begins, the Board suggests that five years should be devoted to the necessary preparations, devising the system to be adopted, deciding the agencies to be used, and recruiting and training the teachers required. The Board thus envisages a 25 years plan.

Taking into account the already high percentage of literacy in Travancore, and the likelihood of the introduction of compulsory primary education in the State, it will not require a period of 25 years to solve the problem of adult education. The Committee is of opinion that when the Central Bureau of Adult Education is established, two years will suffice for the preliminary local surveys and for making the necessary preparations based on these surveys. After that, it should be possible to liquidate illiteracy in ten or twelve years, provided that educated citizens of the State take an active interest in the campaign and willing and voluntary help is forthcoming.

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## CHAPTER VIII.

### HEALTH OF SCHOOL CHILDREN & MEDICAL INSPECTION—HYGIENE—PHYSICAL EDU- CATION—THE BACKWARD CHILD.

#### 1. HEALTH OF SCHOOL CHILDREN AND MEDICAL INSPECTION.

1. At present, for the purpose of medical inspection the taluks in the State are divided into four groups and the medical examination of the primary school children in each group is conducted by the officers of the Public Health Department in the course of three years, so that the whole State will be covered within a period of twelve years. While the inspection has been on the whole satisfactory and has shown good results, it must be admitted that for want of facilities for active co-operation between the staff of the Public Health Department and that of the Medical Department, the follow-up work cannot be said to have been equally satisfactory. Moreover, the interval between two inspections in any one district being twelve years, several batches of children pass out of the schools without being medically examined. Alternative schemes were therefore considered, and as the result of the deliberations of a committee consisting of the Surgeon-General, the Director of Public Health and the Director of Public Instruction certain recommendations have been forwarded to Government.

2. The University, however, insists on proper medical inspection and follow-up treatment, and a panel of medical officers has been appointed for the purpose. The Committee is of opinion that more adequate arrangements are necessary for the medical inspection of children in primary schools and recommends that one school medical officer for each school district should be appointed with a suitable staff, due regard being given to the number of children to be inspected in a particular area. The medical officer should

School Medical Ser-  
vice--present position.  
  
Number and nature  
of medical inspection  
and the machinery  
thereof--Institution  
of a School Medical  
Service.

conduct the medical inspection of all the children in the primary schools during the year of their admission, the re-inspection of children found defective at the preliminary inspection, and the special inspection of children sent to him by parents or teachers during the primary school course.

In regard to middle and high schools, the Committee recommends that there should be medical inspection on entrance to these schools, and that pupils should have, as in the case of primary schools, re-inspection and special inspection wherever necessary. The services of the local medical officers and private medical practitioners may be utilised for the purpose and they may be given suitable remuneration.

The medical inspection of girl pupils in middle and high schools should be conducted by women doctors.

3. Medical inspections should be conducted in the schools. The class teacher, the headmaster or headmistress and the physical instructor should be present, and invitations to attend these inspections should be given to parents.

4. The Committee is of opinion that Government must be directly and wholly responsible for the conduct of the school medical service. Medical inspection should be free in primary schools, but during the middle and high school courses an annual fee of half a rupee per pupil may be levied. The fees should be credited to Government and this amount should, at least partly, finance the cost of the school medical service.

5. The whole scheme should be co-ordinated under the supervision of the Director of Public Instruction, but the actual administration of the school medical inspection should be vested in a committee consisting of the Director of Public Instruction, Director of Public Health and the Surgeon General who will devise suitable ways and means for the effective working of the scheme. The school medical service should be inspected by the officers of the Education and

the Public Health Departments, and the services of the District Officers of the Public Health Department may be enlisted for periodical inspections.

6. To facilitate the follow-up treatment of defective school children, school clinics should be opened. Each clinic should be so located as to serve a number of schools. Where the establishment of school clinics is impossible, facilities should be provided by fixing specified hours on one or two days a week exclusively for school children in existing hospitals, maternity and child welfare centres and dispensaries.

7. The Committee fully endorses the recommendation of the Education Reforms Committee of 1933 that all school children should be provided with mid-day meals. With the introduction of compulsory primary education, the seriousness of this problem will be greatly enhanced. Where children go without mid-day meals because of the indifference of the parents or of the children themselves, proper pressure must be brought to bear upon them to see that they do provide their own meals. But in cases of real poverty, children must be fed at public expense. A scheme to provide mid-day meals to necessitous children may first be introduced in the primary schools, and as and when funds are available it may be extended to other schools. The scheme will have to be worked out with very great care and in very great detail. But one thing is certain, namely, that its success will greatly depend upon local effort and local supervision. When residents in various localities realize the seriousness of this problem and the necessity for mid-day meals for all school children, they may be moved to undertake this responsibility in schools in their locality. The Committee is of opinion that this is mainly the responsibility of local residents, who should be urged to collect funds for this purpose and organize a satisfactory and practicable scheme. In cases of necessity Government may subsidise local organizations.

## II. HYGIENE.

8. The best incentive to personal hygiene is personal example, and the Committee emphasises that, before

Personal and environmental Hygiene.

everything else, it is essential that all school teachers should set an example in this matter. Teachers themselves must be clean, healthy and free from physical defects and disabilities. Without this example, precept will be of little value. To ensure this personal example it is first of all essential that there should be a very strict medical examination of all persons who apply for training as teachers, and no kind of exemption should ever be granted to any physically defective candidate.

The Committee recommends that every morning there should be in all schools an assembly of the children which should serve as a health parade, at which the teachers will be able to detect lack of cleanliness in clothes and person.

There should exist in every school sufficient light and ventilation, easy facilities for washing, an ample supply of good drinking water, neat and hygienic urinals and latrines and adequate and clean school grounds for sports and games. The co-operative effort of the school children and teachers should be fostered and utilised for keeping clean the school rooms and school premises. The users of premises should take a personal and corporate pride in their appearance and cleanliness. It is the practice of leaving the responsibility of tidying and cleaning to menials which has encouraged the present wide spread indifference.

9. The Central Advisory Board condemns the system of squatting on the floor as it leads to curvature of the

Posture—Furniture.

spine and various other physical deformities, and medical opinion on this Committee endorses this view. Some kind of suitable simple furniture should therefore be provided in primary schools, preferably dual desks of standard measurements suited for each class. Every child should have a gang-way at least on one side. Long benches in which children are squeezed have long been condemned by doctors and educationists, and steps should be taken to abolish them in all schools, and to substitute either single or dual desks.

10. At present Hygiene is not taught as a separate subject in any of the 'English' schools, though some aspects of this subject are included under Natural Science. In the middle school stage Hygiene is taught in girls' schools as an optional subject for the public examination. Although no text books on the subject have been prescribed, certain books have been approved and the teachers follow these books. In all the government text books in Malayalam and Tamil, lessons in Hygiene are included. In the training institutions, Hygiene is taught under 'School Organization and Hygiene.'

In addition, about 40 teachers from Malayalam and Tamil schools are selected every year to undergo a vacation course in Hygiene and First Aid. This course extends to two weeks and the selected teachers are given stipends. At the end of the course certificates are issued to those who have satisfactorily completed it.

Though Hygiene is being thus taught in schools and training institutions, the teaching is on purely theoretical lines. It has to be made much more practical.

In the opinion of the Committee Hygiene should form an important and separate subject in the syllabus of the Training Schools and all students in training should receive a good grounding both in the theory and practice of it. If the University would institute a one year's diploma course in Hygiene, it might be made obligatory for every school to have on its staff at least one teacher who possesses this diploma.

The teaching of Hygiene in schools should begin as early as possible, preferably in the first class of the primary schools. In these schools it should be entirely on practical lines. The teaching of Hygiene should also be compulsory in the middle school classes.

In primary schools, Hygiene may be taught by any teacher who has undergone training according to the syllabus modified on practical lines as suggested above. In middle schools the subject should be taught by a person who has specialized in Hygiene, preferably one with a university diploma.



The production of suitable text books in Hygiene should be encouraged. The Committee understands that this task has already been entrusted to an expert committee by Government.

### III. PHYSICAL EDUCATION.

11. The Central Advisory Board of Education has recommended that Physical Education in schools should be organized under an experienced and well-qualified officer at the headquarters of States and Provinces, and that he should be assisted in his duties by district inspectors. At present, there are no physical instructors in primary schools in Travancore. In Malayalam, Tamil and English middle and high schools there are drill-masters, and in a few English high schools there are qualified physical instructors.

The Committee recommends that in high schools it is necessary to employ as Physical Instructor a graduate who has undergone a full year's course in physical education in a College or Institute of Physical Education.

It may not be possible to have a similarly trained physical instructor in every primary and middle school, but selected teachers should be given facilities to undergo a short and intensive course of physical education. These courses may be conducted in Camps, specially organized for this purpose. Every primary and middle school should have on its staff one teacher who has undergone such a course of training.

12. Special attention should be paid to the physical education of girls in schools. In all mixed schools one of the women teachers should have undergone training in physical education and should be responsible for the physical education of girls in the school.

13. These recommendations will involve the employment of a large number of physical instructors, both men and women, qualified according to the grade of school in which they serve. It will be quite impossible to rely on existing training institutions outside the State

for the supply of such a large number of physical instructors. We must inevitably provide facilities for this training in the State. The Committee therefore recommends the foundation of a College of Physical Education in Travancore in which a complete course of physical education can be imparted to graduates, qualifying them for employment as physical instructors in high schools and colleges. This College will also be able to provide training courses for primary and middle school teachers and conduct camps of physical exercise and refresher courses for persons already trained.

There should be both men and women as teachers of physical education on the staff of this College, and instruction and training should be given not only in the western systems of physical education but also in indigenous systems.

14. The nature of physical exercises and games will have to vary widely according to the different grades of pupils and to suit the different localities. While for instance the best and most convenient form of exercise will be canoeing in Kuttanad, it would be unthinkable in the highlands. Quite different forms of exercise will have to be prescribed for primary school children, middle and high school pupils and university students. It is not necessary or desirable at this stage to make any specific recommendations in regard to the nature of physical instruction to be provided in the various types of schools and colleges. The experts to be employed in the College of Physical Education should be able to devise types of physical instruction suited to the needs and conditions of various schools and localities.

15. The Committee endorses the generally accepted opinion of educationists that corporate activities and social service are best secured through existing organizations such as the Junior Red Cross, Boy Scouts, Girl Guides, Student Christian Movement, Young Hindu Movement, Y. M. C. A., Y. W. C. A., Ramakrishna Mission etc., and recommends that, wherever practicable, one or two of these existing organizations should be taken advantage of by primary, middle and high schools. The Committee also recommends that

corporate activities and social service begun in this way in schools should be continued and developed in the University, not only with the aid of these organizations but also through the conscious effort of students' organizations such as the University Union, the University Officers' Training Corps, Hostels, etc.

16. An inter-school Athletic Association should be organized and conducted under the auspices of the Education Department, and all schools in the State should be affiliated to it. Instruction in 'Safety First' should be given in all schools, and it may be possible for the inter-school Athletic Association to stimulate interest in this important subject by conducting tests and competitions.

17. The Education Department should refrain from according recognition to educational institutions whose School Buildings. buildings and precincts are unhygienic or in any other way unsuitable.

#### IV. THE BACKWARD CHILD.

18. No serious attempt has so far been made in India to solve the problem of the backward child in school. Too much attention has hitherto been paid to subjects and too little to the individual child, whereas the modern tendency is to make education more child-centred and less subject-centred. Why the problem of the backward child should be taken seriously. This has a special application to backward children and has to be borne in mind in devising a reformed scheme of education.

The backward children in a class prove to be a drag on the others and hamper the progress of the class. Many of them stagnate for years in the same class and merely cause an economic loss to the State. They are misfits in the class and objects of ridicule. A sense of inferiority inevitably develops in them with resentment to society, which often leads them into paths of delinquency. Psychological research has established the fact that the delinquent child is not a sinner, so much as a victim of lost opportunities and vicious environment.

The introduction of compulsory education is bound to increase the number of backward children in primary schools, as compulsion will strike the strata of society where the frequency of backwardness from various causes is above the average.

19. Backwardness is not, as often supposed, 'due to wilful indifference on the part of the child. It may be the result of :—

Causes of backwardness.

- (i) wrong methods of instruction at the initial stages of education ;
- (ii) interruptions to study from illness or change of station ;
- (iii) undetected physical defects such as partial deafness or defective vision ;
- (iv) lack of vitality ;
- (v) nervous and temperamental defects ;
- (vi) unsatisfactory home conditions ;
- (vii) social and communal handicaps ; and
- (viii) mental deficiency.

20. It is important that the training of teachers should enable them to detect causes of backwardness in children. Once the cause is detected the teacher and the school medical officer will be able to eradicate some of these defects. Special treatment or attention for a limited period will be necessary for children backward from causes (i) to (iv) above. Those who come under causes (v), (vi), (vii) and (viii) present a more serious problem. In educationally advanced countries child guidance clinics and social service agencies attempt to remedy the conditions coming under categories (v), (vi) and (vii), and special institutions provide for the mentally deficient.

21. The various causes of deficiency enunciated above seem to produce four main types of handicapped children :—

Summary of the problem.

(i) Firstly, there is the child who is backward at school and who cannot keep pace with the majority of his fellows in the same age-group. Although a child of this kind is slow to grasp what is taught at school, nevertheless it is a well known fact that children who are backward at school are not necessarily failures in after life. It might do such children more harm than good to segregate them completely from other children, as this would instil into them an ineradicable inferiority complex, a fixed but erroneous idea that they are destined to be amongst the world's failures. If therefore these backward children are to continue to be educated in the ordinary school, their special treatment provides the biggest problem for the ordinary teacher. The Committee is of opinion that children who are merely 'backward' should not be segregated from their fellows, but should receive special treatment and care in the ordinary schools. For this purpose we would urge that research should be earnestly taken up in the Training Colleges, so that teachers specially qualified to deal with children of this kind become available. The help of specialists in mental diseases is essential in dealing with backward children, even-though they may not be suffering from actual mental derangement.

The Committee is of opinion that, whilst special treatment should be given to backward children in ordinary schools, these children should not normally be retained in schools too long, lest the efficiency of their special treatment should tend to wear off. For these children suitable and remunerative employment should be found as early as possible. Supervision and guidance, however, will be essential after these children have left school and have been placed in employment.

(ii) The second type of handicapped children consists of the physically defective, *i. e.* the blind, deaf, dumb and cripples, for whom special institutions and specially trained teachers are essential. Whilst the State should have its own institutions for the physically defective, we endorse the recommendation of the

Physically defective.

Central Advisory Board that for the training of teachers the establishment of a few central institutes available for teachers from all over India is desirable.

(iii) The third type of handicapped children consists of the mentally defective, ranging from those only slightly deranged to imbeciles. These cases are medical problems, and for them graded institutions and treatment are essential.

(iv) The fourth type of handicapped children consists of delinquents, ranging from those who are merely the victims of bad social influences and environment to those who are 'incorrigibles' or 'criminals.' The problem here is one of reclamation with a view to their early or ultimate habilitation in society as normal and useful citizens. This is a problem for the specialist, whose work may range from the sympathetic guidance of Child Guidance Clinics to the maintenance of segregated residential institutions of a reformatory type.

22. When the system of compulsory primary education has been brought into force, it will be easy for the State to make a survey of the mentally and physically deficient population of school-going age. When this has been done, it will be possible to gauge the magnitude of the problem in Travancore and gradual steps can then be taken to meet the needs of handicapped children. For the ordinary school teacher, however, the main problem will be to cater sympathetically and tactfully for the needs of backward children in ordinary schools. The other categories of handicapped children provide problems for the specialist.

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## CHAPTER IX.

### ADMINISTRATION—INSPECTION—PRIVATE MANAGEMENTS.

#### *I. Administration.*

1. Throughout this report, references have been made to the question of the administration of the various stages of education. The Committee has advocated the continuance of the two main branches of educational management, namely, Government and private managements ; and in the case of the new Technical High Schools we have said that, whilst in the beginning we consider that Government will find it necessary to take the initiative in founding these schools, private agencies should definitely be encouraged to come forward to cater for local needs. We would again emphasise the desirability of continuing these two forms of educational management, and we have recommended that good private managements should be encouraged with greatly increased financial help.

2. The ultimate administrative control of all forms of education in the State, except university education which is administered in accordance with an Act promulgated by His Highness the Maharaja, must vest in the Government. In order, however, that the administration of education at all its stages should be efficient and progressive, adequate machinery will have to be devised for the establishment of up-to-date courses and institutions, for the control, supervision and inspection of teaching and for the continual expansion of all grades of education according to the growing needs of the State. Whilst, therefore, many details of educational administration will have to be worked out later, when various parts of the reformed scheme are implemented, the Committee is of opinion that the following should be the main scheme of educational administration.

3. The five years course of primary education and the three years middle school course which follow it are common to all pupils. We recommend that the administration of primary, middle and lower technical Schools.

technical education should be the responsibility of the Director of Public Instruction, whose staff, especially the inspecting staff, should be strengthened in order to cope with the introduction of compulsion and the problems which this will involve. The Committee further recommends that the Director of Public Instruction should be responsible to Government for the general administration of education in all its stages, except university education and those branches of higher technical and commercial education which may be entrusted to the University.

4. The Academic and Technical High Schools are designed to be the normal finishing stages of education, leading to recruitment to government service, professional work, business and industry. Education at this stage must therefore be in the closest touch with the requirements of the occupations to which it will lead. This is especially the case with regard to Technical High Schools. The Committee is of opinion that all high school education should be under the administrative control of the Director of Public Instruction, but in order to achieve the closest connexion with the technical and commercial requirements of the State, we have recommended the appointment of an Advisory Board of Technical and Commercial Education, which will advise the Director of Public Instruction on matters relating to all grades of technical education under his control, and also advise the authority responsible for the technical and commercial courses in the Polytechnic. The same Board may advise the University in matters relating to the courses of study and examinations in the Faculties of Technology and Commerce.\* This Board of Technical and Commercial Education may function through sub-committees in relation to the various types and grades of technical and commercial education. Wide representation of the various interests involved will be essential on this Board, including government service, the Departments of Industries, Agriculture, Fisheries, Forests and Public Works, together with representatives of industrial and commercial concerns in the State.

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\* See Chapter IV (10) and Chapter V (13).



5. In addition to this Advisory Board for technical and commercial education, the constitution of which will have to be largely of a professional character, the Committee recommends the reconstitution of the general Advisory Education Board to advise the Director of Public Instruction on general problems connected with all grades of education under the control of the Education Department. This Board may be widely representative of general educational interests, and its members may be nominated for a specified period. The Committee recommends that this Board should consist of not more than fifteen persons and that the majority of its members should be non-officials. The Board should meet frequently in the initial stages of the implementation of these reforms, so that there may be as little delay as possible in carrying them out. Afterwards it may meet at least twice a year.

6. In order that Travancore may not in its educational progress isolate itself from the rest of India, the Committee is of opinion that arrangements should be made for co-operation, interchange and reciprocity with other Provinces and States. This may not be necessary at the primary and secondary stages of education, but it will be very desirable at the stage of higher technical and commercial education, as well as in the University.

The commercial and technical subjects taught in the Polytechnic will be determined by the actual requirements of the State, both in relation to recruitment to government service as well as to business and industry. The location of commercial and technological institutions will be determined by industrial and commercial requirements, but efforts should be made to avoid unnecessary overlapping of courses with those offered in similar institutions for higher technical and commercial education elsewhere in India. It is not necessary to offer everything in every Province and every State. Technical education is inevitably expensive, so overlapping and unnecessary duplication should be avoided.

For these reasons the Central Advisory Board of Education has recommended the establishment of an all-India Body to be

"in supreme charge" of technical and commercial education. Whilst we are of opinion that a representative all-India Body should be established to co-ordinate technical and commercial education throughout the country with the object of preventing overlapping and of maintaining high standards enjoying all-India recognition, we hesitate to agree with the detailed proposals of the Central Advisory Board regarding this all-India Body. It would perhaps be better if an autonomous all-India Body of technological and commercial experts, on which all the Provinces and States are represented, could be formed on the analogy of the Inter-University Board.

With regard to university education, there already exists the Inter-University Board on which all statutory universities in India are represented. It would be beneficial to the progress of university education in India if by common consent the powers of this Board could be extended to include the prevention of unnecessary duplication of courses and overlapping of effort, especially in universities which are situated near one another, and the maintenance of high standards enjoying all-India recognition in the degree courses of all universities. It seems most desirable and necessary that the assumption of these duties by the Inter-University Board should be achieved by the common consent of all universities, in order that this all-India authority may guide the development and fix the standard of university education throughout India.

7. In paragraph 9 of chapter VII of this report we have recommended the establishment of a Central Bureau of Adult Education, consisting of representatives of the University, the Education Department, the agencies engaged in adult education, and important trade and industrial interests for the central control of this branch of education. The Director of Public Instruction may be the President of this Bureau, the specific functions of which have been given in detail in chapter VII.

8. The administration of university education will be controlled by the provisions of Act I of 1113, and of any amending Act or Acts which may hereafter be promulgated by lawful authority.

9. It is not possible at this stage to make any detailed recommendations regarding the strengthening of the office of the Director of Public Instruction, though the need for strengthening the headquarters of the educational administration may be postulated with certainty. A great amount of preliminary work will have to be done before the Committee's recommendations can be brought into effect, and the appointment of an additional executive and administrative staff will have to be made according to the progress of the implementation of these reforms. For example, when compulsory primary education is introduced over a fairly large portion of the State, the Director of Public Instruction will require the assistance of a Deputy Director in charge of primary education. The Committee has also recommended the establishment of Advisory Boards and special *ad hoc* committees, the work of which will require co-ordination. ~~In our opinion this kind of work can best be done by~~  
an officer of the status of Deputy Director of Public Instruction.

## II. INSPECTION.

10. It is universally agreed that no system of education attains or remains at a high level of genuine efficiency unless thorough arrangements are made for constant and adequate inspection. The Committee is of opinion that the provision made at present for the inspection of schools is not satisfactory, and will certainly be inadequate to meet the needs of the far-reaching educational reforms now recommended. The present system and staff of the Inspectorate need overhauling, to be followed by a strengthening and re-allocation of duties, for it cannot be too strongly emphasised that an efficient, impartial and helpful inspectorate is indispensable to educational progress and efficiency.

It may further be emphasised that it is the inspection of teaching which is the most important part of an Inspector's work. At present, however, Inspectors have little time for this, as the greater part of their time is occupied with administrative inspection.

11. For the inspection of primary and middle schools, the District may be retained as the unit. We recommend that there should be one District Inspector in each district, who should be in general charge of the inspection work in the district. We estimate that a District Inspector can be responsible for the inspection of forty schools, and that there should be an Assistant Inspector for every additional fifty schools in the district. Thus, there will be a team of Inspectors working in every district, who may sometimes visit schools singly and sometimes together. If a school is both primary and middle, it should count as two units in calculating the number of Inspectors required for the district. It should be the duty of the District Inspector to see that, whilst administrative inspection is not neglected, emphasis is laid on the inspection of teaching.

Whilst we are of opinion that for primary and middle schools there is no necessity for a separate women's inspectorate, we recommend that in every district team there should be at least one woman member.

12. For the inspection of Academic High Schools the Division may remain the unit, and the inspection, both of the teaching and administrative sides, should be entrusted to Division Inspectors of Schools. Their visits should be prolonged so that they may be able to do both aspects of this inspection thoroughly.

13. Whilst the Committee is of opinion that there is no necessity for a separate women's inspectorate, we recommend that in every Division there should be two Inspectors, one of whom should be a woman who should be responsible for the inspection of all girls high schools in the Division, as well as of special features of women's education in all grades of school. The senior of these Inspectors should be the Division Inspector in charge of the administration of the Division.

14. The administrative side of the inspection of lower grade technical schools and of technical high schools may be entrusted to the inspectors of middle schools and high schools respectively.

These officers, however, will not be competent to undertake subject inspection in these two types of school. For this important duty the Committee recommends that, in the beginning at least, experts may be called upon as necessity arises. Specialists in the College of Engineering, the Institute of Textile Technology and other commercial and technical institutions, and the Agricultural and Industries Departments, are the kind of experts whose services may be utilised for this purpose. Later on, if it becomes necessary a permanent inspectorate of this kind may be considered.

15. We have already pointed out in paragraph 11 of chapter VI that, in view of the proposed increase in the number of Training Schools from 40 to 130, it will not be possible for the Principal and staff of the Training College to undertake their inspection. We have, therefore, recommended the appointment of a separate Inspector of Training Schools to work under the Director of Public Instruction.

16. It is not possible to make any special recommendation regarding the inspection of Sanskrit Schools until it is known how many of these schools will be able to meet the new demands recommended in this report. For the present their subject inspection may be conducted by the Principal of the Sanskrit College, but if the number of Sanskrit Schools remains as high as it is at present, the Committee is of opinion that it will be necessary to appoint a separate Inspector for Sanskrit Schools to assist the Principal of the Sanskrit College in the work of inspection.

17. The Inspector for Muslim Education should be continued, not only to inspect the teaching of Arabic, but also to do educational propaganda amongst Muslims. The progress hitherto made in these respects has been very slow, and the Committee therefore recommends the appointment of a second Inspector of Muslim Education. These two persons may be independent officers working under the Director of Public Instruction, each having jurisdiction over half the State.

It may be emphasised that the primary function of these officers is to undertake educational propaganda amongst Muslims to induce them to offer and qualify themselves for all grades of education.

18. The minimum qualification for an inspector should be a degree in one of the Faculties of the University, as well as the L. T. degree. Inspectors should be carefully chosen from trained graduate teachers who have kept themselves 'up-to-date' in their knowledge of educational problems. It is desirable that Inspectors of Training Schools should possess a higher professional qualification than the L. T. degree.

We have already pointed out that an inspector needs training for his work as much as a teacher, and have recommended that the Training College should train its students both for the work of teaching and inspection. Teachers in high schools and Inspectors of Schools are required to possess the same qualifications, and inspectors are usually chosen from the teaching staff of schools. School-teaching and school-inspection are both parts of the same profession, and we, therefore, recommend that students in the Training College should receive instruction and practice in both these parts of their professional duties.

In a previous chapter, we have suggested that, if this were done, it would be possible for experience in teaching and inspecting to alternate during, say, the first ten years of a teacher's service, so that young men and women would have an opportunity of becoming both good teachers and good inspectors. We are of opinion that combined training and experience of this kind would be a most helpful asset in a reformed scheme of education.

### III. PRIVATE MANAGERMENTS.

19. In the course of this report the Committee has referred to the very considerable and worthy contribution made in Travancore by private managements, especially in the spheres of primary and secondary education. The Committee has also recommended that non-official agencies should be encouraged to

Qualifications and training of Inspectors.  
Government control and grant-in-aid.

come forward and open some of the new educational institutions advocated in this report, for example, lower grade technical schools, technical high schools and post-high school technological and commercial courses. These recommendations naturally raise the question as to the mutual relationship that should be established between the Government and the private management. The Committee is convinced that it is necessary on the one hand that the Government, through the Department of Education, should have adequate control over all private agencies engaged in educational work in the State. On the other hand, it is essential that there should be provision for liberal grants-in-aid, and for this purpose the grant-in-aid rules should be examined and suitably amended.

In endeavouring to formulate general principles on which the grant-in-aid rules should be revised, the Committee has experienced great difficulty in reaching practicable conclusions. Whilst there are many claims and interests to be considered, the limitations of the resources of the State must inevitably finally decide this issue. We therefore realize that, whilst stating a few principles on which the many and diverse interests represented on the Committee have been able to agree, it may not be possible to achieve immediate or early fulfilment of them. The following paragraphs summarise our recommendations regarding the nature of the financial help by Government to private managements which may be aimed at. These recommendations have already found a place in the appropriate chapters of this report.

20. The Committee accepts the principle that all teachers, whether in government schools or private schools, should receive the same rates of salary, and that in respect of conditions of service and security of tenure there should be no distinction between the government school teacher and the private school teacher.

21. It will be the duty of private managements to use every endeavour to carry out the above recommendation. As a practical measure, however, we suggest that in recognition of the sudden additional financial burdens which the introduction of a compulsory five-year course of primary education will impose on private agencies,

#### SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS.

employment. Emphasis has throughout been laid upon the latter objective, and at every 'diversion stage' of the educational ladder suggestions have been offered as to the types of employment suitable for pupils at those stages. In order to keep before pupils' minds during their school career the various occupations for which their schooling is training them, the Committee recommends that talks on 'occupational guidance' should be arranged in all schools as a regular and prominent feature of the school curriculum.

These talks should be given by representatives of the various trades, businesses and professions and by representatives of Government Departments, and should be designed to give pupils detailed information with regard to the available vocations and the specialized training required for them.

Trivandrum,  
22nd March 1945.

(Signed)

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